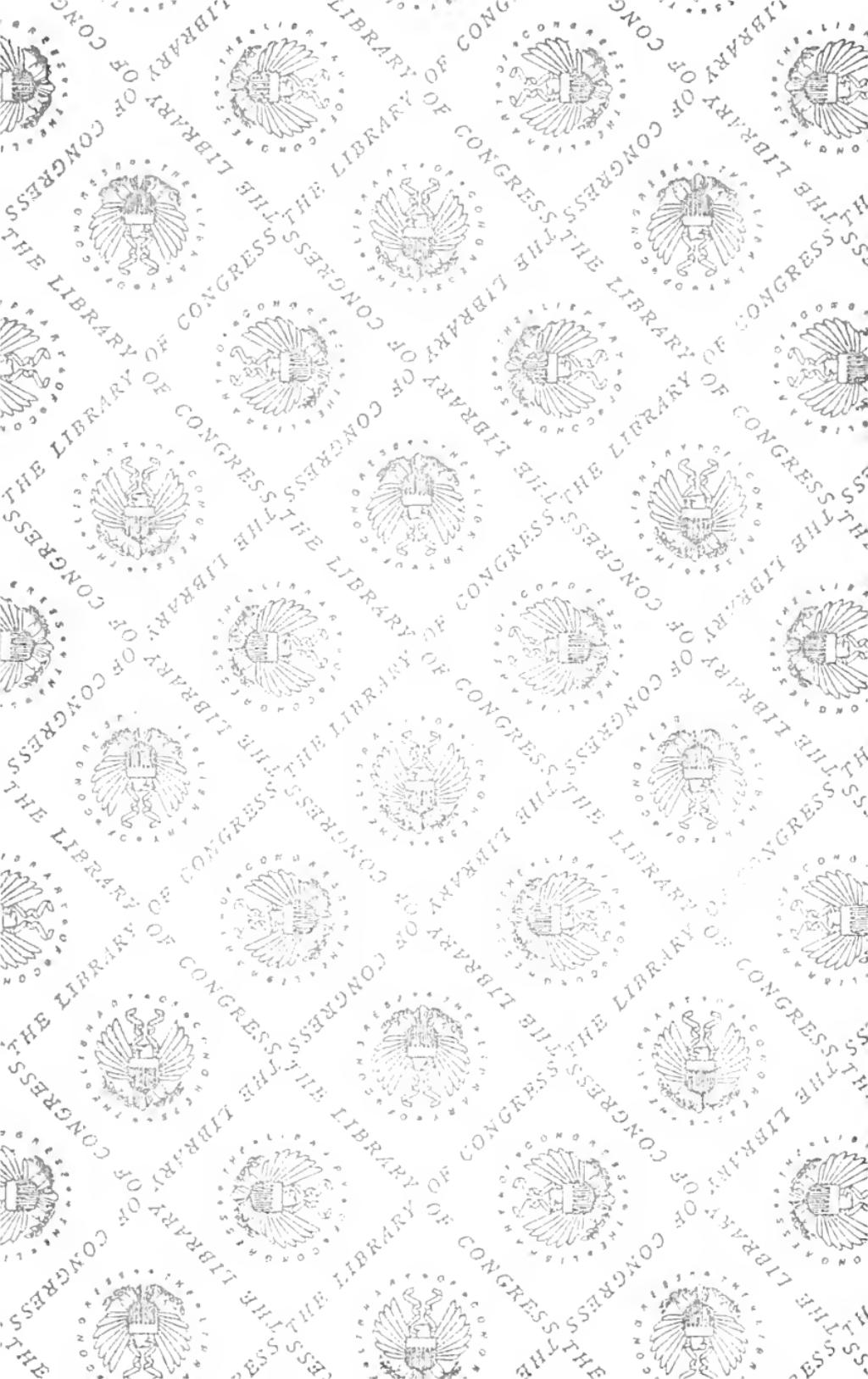
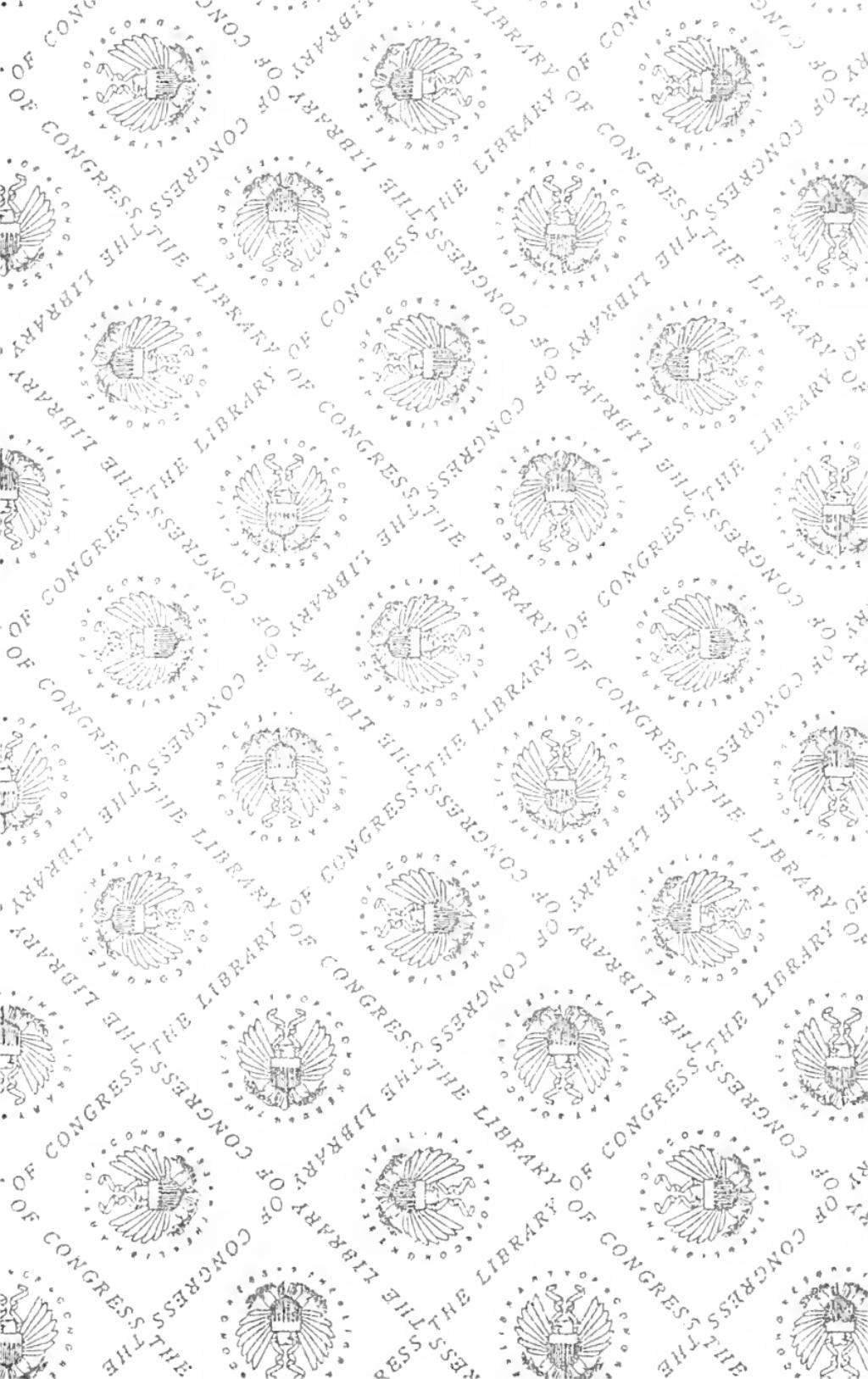


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# HOW TO FACE PEACE

A HANDBOOK OF COMMUNITY  
PROGRAMS

BY

GERTRUDE MATHEWS SHELBY

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## PREFACE

“FRAGMENTS of the future” patched into a narrative are usually suggestive reading at least, particularly when these fragments are borne out by chronicles. Although we have been reconstructing for some time, fragments of the future and chronicles of the war have both been necessary for the purpose of this little book. Since not too much is generally known about the reconstruction, readjusting, restoration—whatever you call it—that is upon us, it has seemed pertinent to collect what materials could be found which outlined or indicated the programs necessary to initiate in order to help communities and individuals to find their places in the big, constructive work before the nation.

Prophesying is not so safe as chronicling, but what might be called propheteering is less dull than writing accounts after the fact, and, to propheteer a little, it seems unquestionable that the great spirit of public service evoked by the war must carry over into a desire for permanent and somewhat altruistic effort.

To report a really full program for community reconstruction work is impossible at this time, but from the mass of poignant questions the war has left us to wrestle with, the writer has chosen a few intimately connected with what Lord Dunsany refers to as “those

little beneficent things of which the happiness of men and children was made in the days before artillery altered the shapes of the hills."

These suggestions are decidedly intended for questing rather than complacent persons.

"We have found," says one well-known leader of Government war work, "that there are four types of volunteers. There are those who say, 'For Heaven's sake, send us orders.' There are others who say, 'We are very glad to get leadership from the Government. It is a great help to us to have definite work from the Government.' We have a third which says, 'We are much obliged to the Government. It is nice to know that Uncle Sam has awakened.' Then there is a fourth type that says, 'We are a highly developed suburb. Do you not think you might *let us alone?*'"

For three classes of volunteers, therefore, the programs herein suggested may prove useful. The descriptions of how to effect these plans have no *musts* about them, although the imperative form of statement is frequently used for directness. In the case you are considering, perhaps entirely different methods will be needed. In order that the leader may at least have a suggested method at his disposal which may, at worst, serve as a point of departure, the writer proposes a definite course for each subject touched upon.

Before adopting any indicated procedure, look well at your neighborhood and fit the plan to the circumstance. What is the first demand of your locality?

What are its lacks, what its abundances? Mark out your problems, analyze the elements, then go forth and discuss with your neighbors the line of action to take, elect your leaders, and take it. Straight thinking and practical endeavor, fearlessly facing controversial questions, will help more than any other one thing to reconstruct us.

It is of little use in a single volume to discuss to any extent the technique of the various crafts of health, employment, housing, farming, etc. The writer's province is not to relate the merits of dipping hens in sodium fluoride, although that technical bit of work may so promote the reconstruction job of saving hen meat to feed the world that it may be well worth mentioning. But for all such matters the great Department of Agriculture exists; of its excellence too much cannot be said. Equally important questions about employment or children should lead you to ring the door bell of the great Department of Labor. As to Americanization, you knock at the door of the Department of Education (and one frivously hopes that is all you—oh, well—we will refrain from the obvious slang pun!) and so on through the list of Government services which every community should constantly use with the free confidence of possession.

Having confessed that this book has been written with fingers crossed, remembering the nine thousand nine hundred and ninety-nine types of communities besides all those that are typical of nothing, the writer never-

## PREFACE

theless acknowledges a full sense of responsibility for the attempt made to suggest some beginnings, procedures, and occupations for volunteers during reconstruction in both rural and urban communities.

The author wishes particularly to acknowledge a debt for assistance to the outlines on reconstruction prepared by Mr. W. D. Heydecker, Director of the Division of Research, American City Bureau, New York, and Mr. Dorsey Hyde of the Municipal Reference Library, and to the staff of the Field Division of the Council of National Defense, whose labor and thought have gone so largely into many of the investigations which resulted in certain recommendations herein.

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# HOW TO FACE PEACE

## CHAPTER I

### THE COMMUNITY'S PART IN RECONSTRUCTION

#### GENERAL OUTLINE

ARE you one of the many million home-fire burners who have discovered a new United States during the war? To experience an exalting mental and spiritual revival was the common good fortune. Mixing with unknown neighbors who became new friends has served to create a strong appetite for real fellow-citizenship. Many of us, theoretical democrats, broadened our horizon a thousand per cent. by the forced contact caused by our need, in the name of some cause we represented, to smile a friendly smile, or to make a friendly speech, to persons we have never seen before. In the light of quickened love for our country we advanced a conscious pace along the road toward that brotherhood which is best of all the fruits of victory.

Complete relapse into indifference or self-centeredness on the part of the majority of the population after this experience is unthinkable. There is too much to do for the returning boys, and you yourself are going to *do something* about peace, anyway. Having known the

splendid gratification which comes from mutual effort and the joy of doing one's part, you cannot again be content, whether you were a knitter, a builder of ships, a seller of Liberty Bonds, or any other useful sort of war worker, to sit thoughtlessly or idly at home, be that home "palace or hovel," house or flat, when you realize that the signing of peace terms not only finds none of the countries engaged in this war able to return to pre-war conditions but facing tremendous new perplexities: you realize that we in the United States must stay on the job. We must "carry on" on our own account, but, just incidentally, the entire world is depending on our faithfulness and generous spirit. We must reënforce the stability of all other countries.

Each of us, in his own community, now desires to perceive his part in relation to these obligations. Often our accountability is mainly to improve conditions at home. It may be necessary to improve them so that those engaged in foreign work may go forward with it, or, in the light of the lack of civilization the war exposed, we may wish, in resuming our normal work, to put it upon a basis more enlightened, more just, more productive of happiness than our life has ever been. There are many services that we must render immediately. There are many services it will be wise to undertake. Most of us feel real gratitude that we can say we emerge from this war with some knowledge of how to "carry on" efficiently.

No matter whether we work for the people of re-

cently war-ridden lands or for ourselves, it must be largely through community organization that we will do effective work. Each and every one of us has had an unforgettable lesson through our realization of the extent to which we need each other in our towns, our countries, our states, our Government, in the great world which has now conceived a plan for a successful, even though limited, League of Nations. Actually, the achievements of that League depend on the expansion and the broadening of that very neighbor spirit which has made your work in your community successful. Think back over your war work; it was not done as an individual; it was done as part of a series of teams raised on a community basis. That is why this book is addressed to communities, assuming some community consciousness the whole land through. For the war has made us more human, better sports, infinitely more practical democrats in our own home towns. As a result, a new heroism seems again to have been poured into common life. It has resulted in new methods of common action upon which we are bound more and more to depend locally. Nationally and internationally the same methods must be applied.

But let us be specific. What are the practical tasks that you and I, your husband and mine, the children, "*and* the cousins *and* the aunts" must begin upon? What are the new jobs sticking up their heads? What are the specific programs upon which the demobilized knitters and all other volunteers must immediately loose

the energies hitherto employed on war work? What are the objectives we aim for?

In these pages jobs little and big are described, some extremely specific, some indefinite, all necessary. They will not separate themselves into decorous classes in parallel columns, but a large range of choice presents itself both for individuals and communities.

Many of us will think first of the aid we can give to our Allies. The devastation is so tremendous, human misery so incalculable, that we know that all we can do will seem but a puny effort to remedy the most obvious scars.

*Raise money.* The first task to help those lands which have suffered heavily from actual conflict is to back them financially. We want to give generously. We must also give wisely, as there are many uses for every dollar. When asked for funds by an unknown organization, consult the bulletins of the National Investigation Bureau, New York City. If the society has been investigated and approved its name will appear in the Bureau's list, probably on file at your home library. Investigation safeguards others as well as yourself. In general those societies which have been invited by foreign governments to work in their devastated areas and which have proved their ability to work harmoniously under foreign direction should receive especial support. Dimes as well as dollars are needed to restore the soil, to plow, to plant, to restock, and finally to rehabilitate families.

*Sew for the households of devastated regions.* One of the main lacks abroad until the wheels of industry can turn again full tilt must continue to be unemployment. Before all industries can resume, materials and money and transportation must be provided. Many societies giving relief prefer to transport materials and utilize the labor of the country in which they are working, yet a certain amount of housefurnishings and clothing may advantageously be made in America.

Before getting out your thimbles, put yourselves in the place of these foreign families. Suppose it had been America which had been devastated. Suppose it had been the Arabs who had plenty, not only of time but money and material and were benevolently disposed. Their natural impulse when they heard that we needed clothes would be, very likely, to make us turbans and sandals and tunics. Would we not prefer to have them find out the kinds of clothes we really want and either contrive to make them or else let us make them ourselves? This is the position of many of the peasant refugees. Enlightened societies which want work done here have brought the patterns from the regions to which the garments are to go. Baby clothes are a possible exception.

*Cut and sew carpet rags.* Rugs may be woven in your own town to help furnish thousands of French homes.

*Knit for France.* The French peasant women rejoice in black, circular, sea-shell stitch, knitted shawls. The

Red Cross and other societies issue detailed instructions for the knitting of sweaters, mufflers, and stockings for children and shawls for the women.

*Give sympathy*, above all, to these countries in trouble, sympathy which is more than the mere provision of money, important as that is. One of the appealing movements receiving express encouragement from the French Government is that by which an American town adopts a French town. Interested Americans should write to the French High Commission, 15th and N Sts., Washington.

Materials, ships, food, skill—these are the tremendous demands from many countries upon us. The needs are diversified and surprising. France called for a million pine seedlings to use in reforesting, a need the state of Pennsylvania speedily met. Unfortunately, other wants are not so easily satisfied. We cannot pick a million ships from their berths to lend to France. We can and we will send foodstuffs, whether we donate or sell them.

We can send skilled workers. Particular sorts of skill are going to count. Our builders and engineers can aid. Doctors, nurses, dietitians may help to rehabilitate the health of civilians. Bacteriologists, animal experts, farmers, and horticulturists are needed. The personnel of the first expedition to the Near East was indicative; not only the foregoing persons, but chauffeurs, child specialists, orphanage superintendents, and a beekeeper went along!

Only if the applicant is particularly well trained to

meet any special need overseas and can pay his way for at least a year will any of the large organizations now even consider an application.

"Paris swarms with idle women. No more should go," advises Gertrude Atherton, who was the American President of Le-Bien-Être du Blessé. There is no invitation for the untrained worker to go to France, Italy, Belgium, or the Near East.

Our greatest task, in spite of the many appeals from every side for the rehabilitation of Europe, is at home. Our own boys, returning, demand ideals and practice of democracy which will not cheapen the sacrifices made by the comrades who did not return, or the sacrifices they themselves were ready to make. Most of the boys have had soul-stirring experiences. The war created new standards for them. They have experienced different social, business, and political orders. They have experienced that teamwork, the admirable part of militarism, which would make the life of peace so vital were it carried over.

Military life has an ardent pulse. To live up to the Soldier's hour our task is, in the large, to secure an entirely healthy pulse in our everyday life. No man should return to his people to find that they give no evidence of having felt or thought of a bettered future, or to people who are unwilling to exert themselves to improve democracy.

*Find them jobs.* That first great task consists not only in helping individually to discover a desirable

place for a soldier or a sailor, or a war worker who took his place, but in organizing extension employment offices according to Government direction. There is need for the effort of every man or woman in this work. While helping to find the jobs, urge the perpetuation, extension, and improvement of the United States Employment Service, one of the greatest facilities ever offered to the American people.

Will there be enough jobs to go around, considering our Home Army of men and women, greater in number than the other, who gave themselves quite loyally to sustain our forces? How can we make sure?

*Stimulate business.* For most of us reconstruction began by our men-folk scrambling to "unscramble" business. Two hours after the President finished reading to Congress the message which announced the armistice, manufacturers who had been regulated and restricted "within an inch of their lives" had the word to go ahead. The War Industries Board was able unexpectedly to lift the lid of what might be likened to Pandora's Box, in which businesses had been confined. Hope only remained with the Board—hope that these business men would immediately begin to expand industry as consistently, patriotically, and obediently as they had restricted it. Jobs for the demobilized troops in large measure depended upon their action.

You and your community are tremendously interested in that command of the War Industries Board. Every object from suspenders to houses is skied in price.

When plain baby carriages cost \$49 in the United States, how is the race to keep on patiently giving hostages to fortune? And they won't come down in price until more suspenders, and more houses, and more baby carriages are turned out by our factories. And we can't escape unemployment and heartbreak and starvation unless our men-folk set and keep those factories at work. Therefore, every business should be stimulated to produce all it consistently can.

*Urge that public projects be pushed.* This means propaganda in each community. Manufacturers have been and will be faced with hard alternatives. At the beginning of peace they were forced to buy materials and labor when they were dearest, to chance selling at a loss, and to dare bankruptcy. As a result the resumption of work was slow. There were other deterrents, such as the necessity of checking up on Government contracts, which made it impossible, in many cases, immediately to resume peace-time manufacture. The employer was often in the position of the cook who has an omelet to bake and the stove is out of order; he is bound to face a loss if he does not bake the omelet, and if he tries to bake the omelet, he can't! Therefore, municipal, state, and federal projects, thoroughly approved, should be undertaken at this time to furnish the work that certain businesses have legitimate reasons for not offering.

Learned pessimists predicted from the day of the armistice all the horrors of the bread line because big

industries would count upon forcing unemployment, and would not attempt to increase production until lack of work had forced the price of labor down. These pessimists were prepared for a terrific situation for the women who with such surprising success had filled the positions of the men who were in the Service.

Equally learned optimists quite as confidently predicted that capital would take all the hazards so that no unusual amount of unemployment would occur. The fact that all nations needed articles of all sorts that we could manufacture, needed food, needed an immense amount of raw material, and that immigration had ceased, caused the majority of people to agree with the optimists. They were tired of being dismal; they insisted upon cheer. If there were work for everybody, the first necessity of a happy life was assured. Business men had been patriotic during the war—"Let's leave it to them to be patriotic now!" No insistent demand was therefore made upon Congress to set afoot the necessary Government projects to stabilize the labor situation.

At the time of the writing of this book, it is too soon to vindicate either the pessimist or the optimist. Unemployment is with us as usual; it looks threatening; the writer is inclined to prophesy further trouble in light of the visible facts. It avails little, however, to do more than to urge immediate preparation for emergencies. Public projects may be undertaken in such manner that work on them can be stopped when em-

ployment conditions become normal. So far as providing employment is concerned, our first hope lies with business itself. If business does not or cannot respond, your town may have roads to be made, school buildings to be put up; if the workers who have not jobs cannot be employed on these tasks, your state or the Federal Government can develop a multiplicity of others, what with railroads to be extended and improved, waterways to be developed and controlled, reforestation to be undertaken, and so on. The administrative end of these great tasks will employ clerks and professionals as well as laborers.

*Organize a community labor board* if you have not done so. These boards help both employers and workers. Consolidate the gains of the war. Our welcome peace is packed with the greatest variety of perplexing problems, new and old. Momentous potentialities, threatening disappointments, challenge us to performance in peace which shall match our heartfelt professions of democracy. These boards, made up of men and women, employers and employés, are instruments of the "get together" spirit which may be utilized in the adjustment of many community troubles before they boil over. Sustain these boards when created. Be ready to serve—serve them or serve on them.

*Help to educate the public concerning the necessity for reeducating our crippled and maimed men. Induce disabled soldiers to take the available training.* Help in the work of finding these men jobs. Extend the same

work, both education and placement, to our industrial cripples, annually a greater number than the entire roll call of those injured in the war.

*Help by influence, votes, and practical work to develop land colonies* along the lines already demonstrated by California and New Zealand, and recommended by the Secretaries of Agriculture and the Interior. Encourage our men, those who are at all fitted, to enter the greatest industry, agriculture. It should no longer be necessary to impose the unalleviated loneliness of the frontier on those who love the land. Let this new era of our land history be worthy of the generous traditions of the country which instituted the Homestead Act for the heroes of the Civil War.

*Register homes* where houses and rooms are scarce, for the men and women who take the jobs we find for them. To remain contented, a worker must have a decent home. "Vacancy registries" and home-finding work was splendidly started in congested places during the war. Existing homes were improved through landlord and tenant tribunals. Continue these. No work bears a more direct relation to the contentment and happiness of the dwellers in your community.

*Quicken local, county, state, and federal attention to food problems.* Securing food at a cost consistent with minimum comfort standards for the families of our three million soldiers, our millions of other workers, is an outstanding necessity. America cannot allow a large proportion of its people to live on a ration which

does not assure efficiency and sound health to those old enough to work.

*Produce more food on farms. Recruit for the Boys' Working Reserve and the Woman's Land Army,* to provide existing farmers with necessary help. If you live in the country, start community movements scientifically to grade and pack and collect all perishable food-stuffs; to secure conservation of surplus perishable food in the home markets. Open farmers' markets. Encourage coöperative buying clubs. Improve agriculture and stock raising.

*Catch health as a nation!* In order that our returned soldiers who have borne the brunt of actual warfare and our children, who must suffer its consequences, may go on fighting the battle of peace with a better chance of ultimate victory, health forces in every community must be enlisted to assume responsibility for new and definite pieces of health work. Urge public health nursing.

*Offer our boys the warmest hospitality, and organize permanent neighborhood facilities for recreation.* Welcome our returning boys. Secure the welfare of even the last to leave a cantonment, both by entertainment and protective work. Our whole population needs every incentive to free expression and play. Recreation is also necessary to our health and to our cultivation of inventive talent. Do not drop recreation service in your community. Set to work on its reconstruction phases, greater in some ways than war needs. Replace the

saloon by maintaining heart-warming activities of peace.

*Erect appropriate memorials* to commemorate the valor and idealism of our living soldiers and the heroism of our dead. A Community House, a public bridge, or park, or playground, living trees—useful and beautiful memorials are to a great extent displacing sculpture. Choose that which will mean most to your town.

*Give organized aid to the dependents of disabled and wounded soldiers and sailors.* During periods of illness or retraining or unemployment this is especially needed. Be ready to give relief if necessary to families of workers.

*Supervise solicitation of funds.*

*Provide legal committees to untangle the business affairs of soldiers and sailors.*

*Urge men who have been in service to keep up their war risk insurance.* Volunteer to do preliminary War Risk investigation on doubtful cases.

*Help to prevent desertion and to detect deserters until demobilization is complete.* “A. W. O. L.” (absent without official leave) is the greatest reason given for desertions. Discourage the boy from “staying just a little longer”; help him to feel the discipline just. Keep boys from “making a total loss of it” by reporting detected cases.

*Provide scholarships* for returning soldiers who wish to continue or to complete their education. Scholarships are also needed by children who had to leave school

to go to work. Look to making your local schooling both pleasanter to take and more likely to develop better individuals. Work for consolidated rural schools, improved negro schools, special education for "hand-minded" children. Women should have mechanical training.

*Americanize America.* Each and every one of us can do his part to correct an appalling lack of the unity and principle that should bind our states together.

*Secure laws to forbid the labor of children.* Our men should neither have their competition now, nor, later on, the responsibility for men and women rendered unemployable by their labor in childhood.

*Promote general acceptance of Government standards for women in industry,* and enact the necessary laws to enforce them in every state. Our natural well-being is concerned deeply in protecting women workers.

*Continue the great campaign for thrift and saving.* Promote salvage. Urge commercial economies, "return loads" for instance. Encourage highways transport. Prevent fires. Install safety devices.

*Help to sell War Saving Stamps. Buy War Saving Stamps. Do not sell your Liberty Bonds.* Promote savings societies.

*Organize for continued community service.* Hold together such war organization as may be devoted or diverted to community service. Vitalize it by an impartial, non-sectarian information bureau providing information in special demand on reconstruction mat-

ters. Relate various activities through a common council which recruits groups of workers for the several objects you locally are ready to undertake.

In any survey of our reconstruction task, however incomplete, we run the gamut from solemn and momentous problems to the personal and passing questions like—

What are we going to do when our adored Archie and Tommy and Bob bring home French wives?

What shall we do if, in their period of service, they have acquired the wandering foot?

What shall we do if a soldier or sailor displays a nicety of feeling about putting another excellent man or woman out of a job? Or if they think their superior experience now demands compensation superior to their old jobs?

These are the typical matters which will touch or amuse us. Reconstruction will not be a dull time. Whether the world is, like the old darkey preacher, trying to "ponder the imponderable, define the indefinable, and unscrew the inscrutable," or merely to deal practically with such a genuine prevailing perplexity about what we shall have to do (not what we would like to do) about the woman question, "living it out" is bound to be somewhat exciting.

If there is any doubt in our minds about the work cut out for us, a stolen look at the last chapter will silence the most daring. No, reconstruction will not be too dull, for complacency has, thank Heaven, been at

least pierced and too many people are thinking, too many people are moving about, too many people aspire to get what they have a right to but have never had—a little of the glow of real living, a measure of pleasure which shall adorn the necessities of life even as the margin of profit adorns the business balance.

## CHAPTER II

### FIND THE BOYS JOBS

To induct a disintegrating army of millions of men back into work for private firms is not the task of a week or a year; it is a continuous performance which would be our duty as long as the disquieting influence of the war is discernible even if it were not both necessary and desirable to organize work-finding anyhow. The task to which every community is challenged to bend its energy is to find, lure, enmesh, pursue, and by every fair means catch jobs of every species and to deliver them still warm with life to the United States Employment Service. There they will, it is assumed, be gobbled up by hungry-for-work ex-soldiers, sailors, and war workers.

“Put fighting blood into your business.” “Our Heroes, Welcome Home,” and “Don’t Just Cheer. Give Them Jobs”—these were the slogans with which the country rang in early 1919. In the Hall of Records in New York hundreds of boys, still clad in O. D. or “blues,” applied to the United States Employment Service for work. A host they seemed, sturdy and slight, tall and short, from the tank, the airplane, the signal corps, all parts of the service. Most of them

were jobless—that is, they were not going back into the jobs they had before they left. Many of them were broke.

One marine bravely presented his disfigured face. “Scarred for life by mustard gas,” another soldier commented in a whisper.

“Mechanic,” said the marine, as the employment manager asked a question. Running through the record cards the employment manager found a job for him at once in a big plant.

Another man, pale and thin, wanted to know how he could get into farming. Yes, he had had some experience. His case was not settled at once. It took several days and very careful consideration, but the Service had been directed to send every available man to the land and consultation with the Director of State Employment resulted in the engaging of this boy by a gentleman farmer.

A soldier, tall, handsome, forceful, reported that he had been a salesman for a big electric corporation. They had offered him his old job—but he differed with them about the salary.

“I’m worth more than I was,” he said to the employment manager. “Haven’t you a better opening for me? I could go into the foreign market and sell American goods. I’m a competent electrical salesman. I know languages, and I see some big chances. American firms should shoot into the foreign markets now. And mark my words—they will make a mistake if they

don't send men to Europe who have been in the fighting!"

Later that boy himself said, "It must have taken some doing!" That job was found for him. That is what it means that we had in readiness an articulated system of nearly 1000 federal employment offices. He is on his way "over there" now.

Many of our men—God bless them!—do want better jobs than those they left. The employment manager testified that they presented numerous and difficult problems. Thirty-three and one-third per cent. did not want to go back home to the small towns they had left. They had sold their railroad tickets and spent all their money "to make a stab at New York." New York, the Mecca of Ambition!

No friend stood near to say, "I know this man. He is a good draughtsman,"—or a good salesman, or a naval mechanic. These "strange" boys constitute a real problem in all the big cities, but from their files employment managers select firms big and little who list themselves as anxious or willing to take our men from the Service and do the best they can to please them both. They do not always succeed; for instance, one boy tried three different jobs in four weeks and came back for a fourth chance. His case suggests that there is real need for a Fellowship Committee which would meet men whose cases present especially knotty problems and try to solve them.

Of course we cannot at sight fit men into new places

every time with unfailing skill. We cannot expect, with the changes of war, that returned employés will all fit their old jobs. Some men—and women—are bound to find themselves pyramidal pegs in cubical niches. We are "up against" finding not one but a series of jobs for a certain goodly percentage of workers. Suppose the readjustment period in all covers three years. England counts seven for hers. In two years the glamour of war will have somewhat disappeared. Many men will no longer be heroes at whose feet good jobs are laid, but just unemployed looking for work. The mechanism we shall have developed for finding that work will count particularly after the first glow of sympathy has dulled.

Usually the soldier or sailor with ambition has such an opportunity as he never had before. Not that he will not have to live up to it! A man with or without a uniform who exploits a friend will be quickly enough demoted in the ranks of business. The firm which gave him the chance feels sold, moreover. Perhaps the experience of some employers during the period of the "Mexican scrimmage" is the reason why a very considerable number of firms do not agree that the soldier should have a job no matter who else loses his. These firms know that war awakes almost uncontrollable unrest in men. One of the principal dry goods firms in New York City paid the salaries of sixty employés who went to the Mexican border—paid them for the entire period. Only thirty of these soldiers returned at all.

In thirty days there were but two left. In sixty days there were none.

Who can blame this company if it has no sentimentality about the soldiers who come back from overseas? If they need men they say they will be glad to give preference to soldiers but they will lay off no good employés.

A huge telephone company's manager expressed a similar opinion in this wise. "No, we worked hard during the war to train men for our organization. We don't propose to break it up. What for? Take X—our leading foreman. He was chesty enough before the war! That was always his drawback. It will be worse than ever because he happened to hobnob with certain big men of the company on the other side. What's the use of reinstating him? We have a bully man in his place, and in most of the places, too good to lose."

It stands to reason that, having been dislocated from their old environments, hundreds of thousands of men are taking this occasion for a fresh start, just as it stands to reason that many of them will find indoor life hateful after a year outdoors. Many of them have acquired a distaste for the dull details of the little piece of a modern business with which they were occupied previous to the war. They have been given an opportunity to travel. They have been forced to see new customs, and the very excitement of it all both causes unrest and stirs initiative. It is entirely reasonable

that very few will feel humbler or better satisfied with small jobs after this interlude.

What are we to do? Far from encouraging humility, we are counseled to give each man the best sort of a chance to reach his ambition. It is unthinkable that our boys shall not have work. This does not necessarily mean that wholesale firing of old employés who could not to go to the war is advisable. Employers, instead of being implored to discharge faithful employés to make places for the fighting men, should be urged to take them on, if necessary enlarging the staff, because their year of foreign experience and team work has in all likelihood made them better employés than they were when they left. Such men should increase business.

The community's program in regard to employment is to mobilize both large and small employers. The Employment Service itself usually begins with the "large" employers, hiring a force of at least ten. Practically no effort to reach small employers can be made by the Government as a rule. The large employers are called into conference and induced to list their openings with the Government bureau. To keep the files "hot" for this limited class alone is as much, frequently, as the employment offices can easily do.

Those federal offices offer an amazingly good service considering the short time the system has been operated and limited appropriations. Owing to the exigencies of war manufacture this Service was created mainly to find unskilled labor to man the industries which were

obliged to turn out enormous amounts of supplies. When the armistice was declared, the Service was neither prepared to handle skilled labor nor to expand over night into a really comprehensive, nation-wide system; but it had already proven that its system was fundamentally strong, that it only needed use to wear down into fine working shape, and that it was an invaluable exchange for information of both state and interstate jobs.

In spite of its unreadiness the Service responded magnificently to the changed demand upon it to place skilled labor and to extend its facilities into every corner of the land. Within two weeks after the armistice was signed a telegram couched in almost mandatory terms was sent by the Director-General to all federal state directors of employment. The very great necessity for finding jobs for men demobilized, not only from the army but from the war industries, was pointed out. To prevent unemployment in the face of falling wages and the heightened cost of living, the united support of all organizations and towns throughout the nation was requested. The specific request of the Service was that every community *establish an Information and Placement Bureau for Returning Soldiers, Sailors and War Workers*, to be operated as an extension of the main Service, but locally supported.

“The task of finding them [the boys] occupations is a community responsibility,” says Mr. Smythe. “The Employment Service cannot solve this problem

alone; it is a national problem, more especially a community problem." The Federal Service placed representatives in all the military camps to advise the boys so far as possible about jobs, to inform them where and how to proceed. It concentrated information as to positions at central points, furnished means of communication as to the labor supply and the needs of other communities. But it asked for every possible coöperative local effort until labor conditions should be normally "settled" and facilities provided to take care of the employment problem.

The response to the request that these information bureaus be opened was instantaneous. Within forty-eight hours after receipt of telegraph instructions Arkansas, for instance, had a bureau in each of its seventy-five counties. Local offices of community labor boards or of public reserve agents were used if convenient.

Where the United States Employment Service had no representative, mayors, community councils, labor unions, chambers of commerce, draft boards, county farm agents, Y. M. C. A., Y. M. H. A., Catholic War Council, any body which could work to effect, opened an office. Representatives of practically all the organizations of this character usually shared in the local management of such a bureau. Contributions of rent and volunteer assistance were secured. Indiana reported 107 offices in a very few days after she received notification. Minnesota, Louisiana, South Carolina had similar records, and within a month no state was

without some considerable local machinery to help the multitude of men and women to register for jobs. They placed them, too. Detroit, for instance, in its first day of operation placed twenty-five out of twenty-six applicants.

The time for this work has not passed. It will not pass until every hamlet in the land has its agent or its office, or preferably both. Because of the failure of Congress in 1919 to make necessary appropriations, seven hundred offices already opened would have had to close but for volunteer help. Yet besides this major work with big employers, forces are needed to canvass smaller employers to find jobs overlooked by the main offices.

“Once it was an American prerogative,” said Henry Bruère, one time head of the New York state employment service, “to go forth with a month’s pay and a robust spirit to find work.” In modern times this method is too wasteful. One of the aids to the solution of poverty is the organization of work-finding and work-giving. The “labor market” need not be a big, unmeasured, unreportable market. Ultimately, when work is really organized, the job and the man will come together almost automatically. This is the beginning of such an automatic system, a system, nevertheless, which gives the human problem full consideration.

The United States Employment Service is one of the great advances caused by the war. Various states advocate a state system. We had tests almost every day

during the war which showed that interstate knowledge of labor conditions was essential—tests which state systems, however articulated, could not have met. Not only should we identify this gain of the war with the life of peace by perpetuating a federal employment service, but plan to extend it to the last degree. The great head of a new job has shown itself in this country. Other countries have already grappled successfully with such a situation, notably England. The English feel about their employment exchanges the way any man feels who has become used to an automobile—he wonders how he ever managed to do without it!

The Employment Service may ultimately be expanded until it is like the post office system. Meanwhile these new auxiliary volunteer bureaus are recommended to do as much as possible. Each bureau should employ a paid bureau manager. He will be made an agent of the United States Employment Service, entitled to use its postal frank, as soon as he gets in touch with the state director of the Federal Service. He will report directly to the state director of employment on matters of national policy.

The community's task will end only when our national system is perfected. Until it is, if the majority of Americans still find their own jobs as Americans usually do, there will still be a large number entitled to help.

The community is asked not only to open its offices, or, if it be very small, its office, but to put out a fine-mesh dragnet for *all* the jobs to be had. It should

keep the record of those jobs so well up to date that it will always know what work is on hand. Nothing less than the full coöperation of all employers can accomplish this desirable end. Therefore, first the big ones should be called together; then the minor ones either called together or severally consulted.

Many a city, equipped with several employment offices, has no communication whatever with the thousand and one little job-givers in every neighborhood who would be glad not only to give the job to a man who wanted it but to get the best possible man for the job. If they understood that this was the aim of the employment service or the auxiliary office the community established, your individual effort to find a job for your soldier or sailor or war worker would be less necessary. Organization and the persistent effort of the whole community will be very well worth while. The work of placement is particular and technical, but anyone can help, if he will, to find from time to time the places small employers offer, and see that they are listed at the Bureau or Service office.

The general description, organization, and operation of such an auxiliary office is set forth in the United States Employment Bulletin of December 10, 1918, (Write for later directions). Each bureau, in addition to finding employment, has been requested to maintain, if possible, a central information desk on behalf of all of the local agencies which will serve returning soldiers, sailors or war workers in matters of legal advice, finan-

cial assistance, education, or vocational training, Americanization, reception, or entertainment, etc., to go over with every individual his possible problems, and to direct him to the particular agency or agencies prepared to help him. No agency has more important work or greater responsibility than that of the Community Council in taking the initiative in establishing these bureaus, and in seeing that they are so constituted that they have the hearty support of every element and interest in the community.

Voluntary funds must be found to open and man these offices. In staffing such a bureau opportunity arises for the employment of various types of trained workers, paid and unpaid. The information desk alone may demand, in a town of ten thousand, several trained persons with good clerical assistance. The management of jobs should be altogether in the hands of experienced full time workers. Volunteer assistants on records; typists and stenographers, people who will do telephoning, can be of much service.

The war taught us the futility of untrained volunteers when the job in hand requires technical ability. It is of particular interest, therefore, to persons who would like to help in employment work that intensive training courses for employment managers are held from time to time in various parts of the country. In two weeks a person qualified for the work may take a course which will fit him to begin service at home.

Many questions must arise which will require good

judgment on the part of the local office. The first one is whether to handle employment of others than soldiers and sailors. It would seem that the public conscience ultimately must respond to the question by helping all workers, as war workers who must work for a living have practically as good a right to assistance as men who went into the service.

Every community will have to consider what is to happen to the "older men" now that the boys are back. During the war we talked about the way their additional experience made up for their lack of physical strength or "pep." Are we conveniently to forget that now? Or the devotion of the clerical-professional war worker who needs a job? A little matter which will also require some attention is to impress upon the soldier who takes a job which displaces another worker that he should not throw away his honestly begotten chance. If he does, he is then throwing away his own job, the other fellow's job, and the effort and sympathy of the whole community.

In one city a group of officers have opened a supplementary bureau to attend to the needs of their own men. This offers a suggestion. These officers themselves solicit the jobs they give; their friends of course help, but the response is always generous. In any voluntary office, why not make a point of persuading returned officers to make appeals for places for their men? They usually can not only find the place but, if the experiment above spoken of is any criterion, the

necessary money for the upkeep of an employment office.

We are obliged at last to organize work-finding and men-finding on a grand scale. It will not be organized until the far corners of the land are brought nearer by an intensified system of communication between men and jobs. Since there is not sufficient machinery in existence to effect this automatically we must put our hearts into voluntary effort, and develop our own bits of the enterprise.

## CHAPTER III

### FORWARD REEDUCATION

#### A VICTORIOUS PEACE

(From Lowell's "Biglow Papers")

Come, Peace! Not like a mourner bowed  
For honor lost an' dear ones wasted,  
But proud, to meet a people proud,  
With eyes that tell o' triumph tasted!  
Come, with han' grippin' on the hilt,  
An' step that proves ye Victory's daughter!  
Longin' for you, our sperits wilt  
Like shipwrecked men's on raf's for water.

Come, while our country feels the lift  
Of a gret instinct shoutin' forwards,  
An' knows that freedom ain't a gift  
That tarries long in han's o' cowards!  
Come, sech ez mothers prayed for, when  
They kissed their cross with lips that quivered,  
An' bring fair wages for brave men—  
A nation saved, a race delivered!

THE street was busy. Heavy traffic made a din. Crowds hurried in every direction. None had eyes for any other until he came.

He was a marine, a young boy with eyes that would have been merry except for the fact that his mouth was twisted. It was twisted with the sadness characteristic

of disabled men—for one trouser leg was pinned to the thigh with a large safety pin. He swung himself along unskillfully on his new crutches.

Everybody looked at him. When he first turned the corner craning necks showed him commiserating faces, contorted with all too obvious sympathy. Everybody looked; nearly all the lookers hurried their steps. The boy stood it pretty well, trying to seem indifferent.

A pretty girl came towards him; catching sight of him her face registered horror. She abruptly changed her course to a diagonal across the dangerous traffic, thereby making the “cop” at the corner very angry. The girl’s face was the last straw to the boy. Almost unmanned by her almost unconscious revulsion, he too changed his course. He made for the open doorway of a building and lost himself for a time in the dimly lighted cavern of the hall. A brilliantly lighted elevator scared him forth again. His face was still not quite under control and he spiritlessly took his hobbling way down a street full of new craning necks.

Why should we subject those who have heroically gone over the top in France to our own pitiable weakness?

The first thing we can do for our brave fellows is to command our faces. The French have set us an example. They have schooled themselves to meet the *mutilés* with a well-considered, tender gaiety which heartens the men, makes them feel the lift, instead of the drag, of sympathy. It is not considered quite decent in France to

betray pity, especially pity akin to horror. It is distinctly not "the thing" to flinch or to avoid either sight of deformity or association with the maimed. America can gracefully take this example to heart. Not to display a hampering or painful pity, but to greet our homecoming boys who have borne the brunt of the actual fighting with quiet if determined cheer may well become a point of honor. Why should the United States be exceeded by the French or any other nation in the truest expression of sympathy?

As though to give the nation the keynote, the Federal Board of Vocational Education has issued among its pamphlets one entitled, "Hey there, Buddy!" in which it briefly touches on the disabled soldier's or sailor's future, encouraging him with the information that the Government is ready to train him for a new job if he can't go back to his old one.

Three months after the armistice a far too small proportion of those disabled had taken advantage of this offer. "Your community as a community must emphasize," advises the Council of National Defense, "the necessity to avoid over-sentimental, ill-considered measures of commiseration, entertainment, or relief which tend to break down the independence of the disabled men. . . . We honor the disabled fighting man most by assuming that he will of course fit himself for self-support."

As Ellis Parker Butler puts it in the magazine *Carry On*, "If I ever have my legs and arms cut off I want

somebody to make me a set of steel teeth and teach me to bite scallops in the edges of oak table tops. I want to be doing something useful.

“Every man and woman has the same feeling, and he never knows how deep it is until he can’t work. To give the handicapped man a chance to do work is to give him the only opportunity for real happiness. Then he can look up at the sky at night and say, ‘I, too, am doing my work in your world, oh God!’ That strikes me as being a lot better than looking up at the sky at evening tide and saying, ‘I could not do a useful thing today, oh Lord, but on the first of next month I’ll get \$19.64 pension money.’ Don’t try to think this thing out abstractly. Think of yourself and what you would like best if you lost all of one arm and half of another. You would like to be taught how to be independent by your own labor. You know you would.”

We know that about two hundred thousand men in all were disabled by the war, a considerable number of whom will not fit back into their old work because of their injuries. Upon the Federal Board rests the responsibility for training every possible man to some new job and placing them where they can make good permanently: the success of their plans depends largely upon the coöperation of the man’s family and the community in which he lives. Both family and community can make every effort to see that the disabled soldier gets his chance.

Placing disabled men in civil employment involves

five possible steps, according to the Vocational Education Board: election by the disabled man of a course of training; preliminary training to fit him for a definite occupation; a probationary period of employment in that occupation or pursuit; placement in suitable employment when the probationer has adjusted himself to the requirements of the work; follow-up work to safeguard his interests.

Suppose your boy had trench feet and was paralyzed from the waist down—wouldn't you think it worth while for you to go on living without him while he was taught a new trade which would make his life more endurable when he came back for good? Such is the case of Joe R. The Government is teaching Joe to be a jeweler. Meanwhile Joe is receiving sixty-five dollars a month, and his wife is drawing thirty. That means that the wife is showing the sort of spirit for which American women are noted. She needs a whole lot of appreciation and sympathy. She had been looked after by the friendly folk who lived near her. The Red Cross Home Service will give her help if she wants it. She says it is more than worth the sacrifice of waiting to know that Joe will feel that life is worth living because he has not only her, but work that he will be really interested in for the rest of his life.

Harry Harvey is another case. It was his legs that were wrong, too. He was wounded in the knee. He had rheumatism, too. When they told him in the hospital he knew at once that he would never do any field

telephone work again, his job before he left home. He was keen to take training and went at once to talk to the Vocational Adviser, a kind and sagacious man.

The Adviser found he was eager to study motor mechanics, which did not seem wise. He told Harry that, considering the cold concrete and the general dampness in garages, he had made a bad choice. Harry was reasonable and in the end elected an engineering course which would take him three years to complete. The Government paid his tuition, supplied his books, and paid him seventy-five dollars a month. Life was by no means spoiled for that lad! He settled down to get better training than he had ever been able to take.

Both these men were privates. If they had been officers the monthly amount they received would have been equal to the pay during the last month of active service, an amount always in excess of the sixty-five dollars drawn by privates.

To secure to all the boys the great advantages now available in accordance with the provision of the Educational Rehabilitation Act communities may see that talks are provided at all community meetings. It should be made clear that this training and payment does not conflict with war insurance, the payments on which must be kept up.

The simple duty of any person with a relative or relatives disabled through the war is to urge that the

wonderful offer of training be accepted. Possibly your man may be able to take this course while living at home. If not, he will be given a furlough. He needs the wise and unselfish counsel of those closest to him as he never needed it before. Vocational Advisers have been appointed to help him.

“The coöperation and interest of our citizens is essential to this program of duty, justice, and humanity,” says Woodrow Wilson. “It is not a charity. It is merely the payment of a draft of honor which the United States of America accepted when it selected these men and took them in their health and strength to fight the battles of the nation. They have fought the good fight; they have kept the faith; and they have won. Now we keep faith with them, and every citizen is indorser of the general obligation.”

The community as a whole may raise a fund for the Federal Board; it is empowered to accept and administer such funds. Those planning to raise money should get in touch with the District Vocational office.

The community may have certain educational facilities for vocational training to offer to the Federal Board.

If the Red Cross Home Service section is not already making a canvass of disabled men, your community should put a force at work doing this. Why not make up a list and advise your District Vocational office of the address of every disabled man discharged? In Canada many thousand returned soldiers are taking

courses in industrial reeducation offered by the Department of Soldiers' Civil Reestablishment through such civilian aid.

The first question men considering training usually ask is, "What job will I get when I finish this training stunt?" If the employers in your community, be they mainly farmers, manufacturers, merchants, or hotel keepers, have not already been called together to consider what places they have to offer disabled men, a conference should be called with the representative of the District Vocational office. Employers must study their plants, shops, or farms to see where cripples may be used. Such a canvass of occupations taken at the Ford Motor plant at Detroit is an excellent example of what may be universally done. Six hundred and seventy jobs that could be filled by legless men were found; by one-legged men, 2,637; by one-armed men 715; by totally blind men ten. It was estimated that one day or less was all the time required for cripples to become expert at 1,743 of these jobs; for 1,461 up to a week was needed; for 251, one to two weeks; for 534, one month to one year; for forty three, one month to six years. About eighteen per cent. of all the employees at the Ford plant at the present time are said to be disabled or physically under the standard. Eighty-five per cent. of these are classed as fully efficient workers.

That every community will first take care of its own goes without saying. Having planned for a meeting of

employers, provide them with all the literature that the Federal Board can send. It may be possible for the Board to send a speaker to a conference. If your town is fortunate in having few disabled men what jobs are found may enable the Federal Board to give a man from somewhere else an entirely new start in life under favorable circumstances. By reporting extra jobs at the nearest United States Employment Service office, each generous community may help others.

If a man is given a probationary job the Vocational Supervisor helps to advise that man to fit himself quickly into his niche. Whenever he is considered suitably adjusted the Government ceases to support him. His War Risk Insurance continues just the same. If he makes good enough to be retained but not good enough to earn a full wage, the Federal Board will stand by to help him in the matter.

If he needs further training or if it is necessary to secure another job the Board makes continued endeavors, having as its aim nothing less than the permanent reestablishment of the person as a civilian worker. The attitude of intelligent friendliness and wisdom on the part of the community and all his fellow workers will usually be the determining factor in making this possible. Labor and fraternal organizations are sometimes peculiarly in a position to be helpful; the Government solicits everyone's help.

If your community can support a system of information about available jobs in accordance with the exten-

sion plan of the United States Employment Service; if it can follow up in a kindly way the several men who require encouragement and cheerfulness; if it can offer its human offices to those who must be deprived of the company of brother, son or husband until training is complete, it will be accomplishing a splendid bit of reconstruction work. Recent studies have been made which begin to show available occupations which our industrial cripples should be encouraged to enter. For the blind alone England claims a great many new vocations are open. One quaint fact is that the diamond-cutting industry has been encouraged because one-eyed men can be used extensively.

Cleveland, Ohio, has made an interesting study of all her cripples and the causes of their trouble. The splendid record of the Hudson Guild (N. Y.) Employment Bureau in placing ordinary cripples should cheer us. Our disabled workers do "come back." We cannot but give thanks that our war-maimed are so few, fewer than annually are disabled by our industries. Should we not as a nation begin to express that gratitude by extending the training for disabled men to industrial cripples? Bills providing grants for this purpose will doubtless be constantly before Congress until one passes. They meet stubborn objection on the ground that workmen's compensation is all that workers are entitled to. Even if workmen's compensation were always just and effective, those provisions do not begin to cover the case. The money designed to sustain

the victims of industrial accident cannot go for re-training.

Do not we owe our industrial war-workers who were injured almost an equal debt to that we gladly pay to our boys from the trenches? Yet these unfortunates will be ingloriously shelved unless a new community demand results in our extending new aid. Numbers who worked faithfully on war contracts were incapacitated; yet the public is wont to suspect that they were careless and that the responsibility is quite disposed of. What about carelessness? Well, it is distinctly careless of the soldier to allow himself to get stupid, too, in the performance of his duty.

Interest your community heart and soul in re-training the hundred thousand or more persons, men and women, who every year meet accidents in the course of their work. Only state or federal provision will answer. For the workers and soldiers too far crippled to try to compete at all with whole men in industry—and only for this small class of hopelessly disabled,—should such ventures as the Handicap Shop planned by one western city be undertaken. A shop, where articles made by cripples who have been taught various crafts, pottery, basketry and the like, will be displayed and sold, may help “the least of these,” but it is only a makeshift. The crafts rarely ever, at best, bring in an income adequate to a worker’s support. This sort of shop is usually a last-resort benevolence.

Every community may help by publicity, by speak-

ing, by distributing literature, and by individual effort, to acquaint all local organizations, and soldiers and sailors themselves with the opportunities now presented. Whether a man receives compensation for disability or not, whether he receives reeducation or not, the Board is ready to help him get a good job. But to find that job the Board wants to bestir not only the big employers, like the Ford motor plant and other manufacturers, but the small employers, those who employ under ten men, to take thought and counsel together.

Every community will have to meet practically the same set of inquiries from the men themselves. Some of the commonest of these the Vocational Board answers fully in Monograph No. 3, obtainable from Washington on request. Acquaint all disabled soldiers and sailors with the fact that they should address their communications to the Federal Board for Vocational Education, Washington, D. C., or to its nearest district office. (See addresses in Appendix.)

## CHAPTER IV

### USE COMMUNITY LABOR BOARDS

WHEN a man or woman is out of a job, he or she needs bolstering in the *morale*, so to speak. At the time of writing eight million women workers in the United States are shivering in their hearts. Their spokesmen have said, "The men are coming back. We shall all be in the bread line!" It is not true, but it means that the neighbors must help, the community must help to allay the fear which is almost more terrible than the reality would be.

When workers are thinking about striking they often would not do it if they had impartial advisers who help them to adjust trivial matters. The so-called "Whitley report" estimates that seventy-five per cent. of English strikes in recent years occurred because there was no impartial body to adjust minor conditions of industrial discomfort, outside of any question of wages or hours. Just such typical discomforts are the cause of many strikes in our own country. There was the strike of the Mississippi roustabouts, who when questioned as to why they were striking complained that the food served to them was bad and they wanted

“bread rolls for breakfast”! In such matters, common sense and neighborly influence could adjust the affair without a strike.

When a community is faced with a serious problem of unemployment or a protracted labor shortage, it has heretofore been nobody’s business to work out good methods of meeting the difficulty. Evils of seasonal, temporary, and part time employment have been equally neglected. Some community body with advisory functions has been needed.

If employers hired employés without system or science, it was nobody’s business. Before the war only those intimately concerned kept track of local industrial conditions. Nobody made recommendations to the Government except sporadic commissions. No one systematically endeavored to cultivate or promote understanding between employers and employés. No one was on guard to discover situations before they became acute.

One answer to all these lacks in our before-the-war system is the Community Labor Board which the Government found it necessary to institute in sixteen hundred towns to aid in carrying out war labor plans. It has done important work, not only by serving as a connecting link between the Employment Service and the public, representing the interest of the public in securing an efficient service, representing the interest of the employment service in securing from the community coöperation needed to make the work of the Employment

Service successful, but also by aiding in the adjustment of minor difficulties.

The extension of these labor boards is urgent. The Employment Service has found it helpful to have not one, but in some large towns a considerable number. In several cities it is the Community Labor Boards which are calling the small employers together to find out what jobs they have to give.

Such a board is composed of five persons, a man and a woman to represent the employers, a man and a woman who represent labor, and an official of the United States Employment Service who represents the public. This board is prepared to consider every side of the local situation except wages and hours.

“The Community Labor Board has not been organized for purposes of arbitration or mediation,” says the Labor Department. “Arbitration boards in each industry must be devised as rapidly as possible to discuss these essentials. Through the Community Labor Board employers and employés are given through their respective representatives an opportunity to present their points of view to each other and to come to mutual understanding upon difficulties which may be easily obviated if taken hold of in the initial stages.” On all matters relating to women the women representatives of labor or the employers are permitted a vote. Only the three men vote upon other questions.

These boards, which are labor committees, have an

enormously important educational propaganda function. They can do much to interpret to the community the standards which the War Labor Board, the Shipping Board, the Railroad Administration, and other Government departments have recognized to be necessary. Acting as a study group, the Community Labor Board can adapt or fit the local situation to the principle, can stimulate discussion locally, can add the necessary element of publicity to the industrial conditions which they analyze.

It is a high compliment to be asked to serve on a Community Labor Board. It is important work. Courage, fairness will have a direct effect in discussions of local labor affairs. It has been the experience of many communities that it has been very difficult to find women of sufficient vision and understanding to contribute the advice expected of them concerning the best interests of women workers. The woman's club which is ready to meet modern requirements will specialize on the questions of women in industry. The advanced woman who wants a good piece of work to do can do no better than to get in touch with the Employment Service officials. If she is qualified they can sooner or later make use of her in a manner which will give her real opportunity, a chance to do constructive work. For so long women have been engaged in settlement work, social service of benevolent sorts, that it is high time they directed their efforts seriously towards the matters which primarily affect the well-being of women and

children. Serving on a Community Labor Board is preventive work.

If there are complaints of the Employment Service, recommendations thereon may be made by the Community Labor Board either to the local superintendent or the federal director for the state. The support of employers for the bureau must be obtained; they must be induced to list their requirements with the Service. The Board may carry on a campaign to encourage applicants for work to get it through the United States Employment Service. If at any time a local official is not doing his work well, the Community Labor Board may recommend his removal to the federal director. The board is supposed to study the operation of local offices.

When the armistice overtook us all, it was necessary to "size up" the body of workers at hand. The Community Labor Board helped in this. Ultimately we shall be obliged to take periodic surveys of this sort, to know not only how many regular full-time workers a community possesses but what part-time labor, trained and untrained, ready to be called on in an emergency, exists in each neighborhood. The Community Labor Board must then become the director of a host of volunteer workers, a Public Service Reserve, who do work similar to that of neighborhood workers or draft boards.

Work is like one of the great resources—the analogy between work and some of the great natural elements, especially water, is striking. Work is distributed over

the land unevenly. Without engineering it is as unmanageable as a stream. At certain seasons there is too much of it, like a flood. At others there is too little—although in another part of the country, where another climate prevails, there may be plenty. Just as pools of water stand stagnant and cause sickness in one place, while in another a desert for lack of water produces nothing, although capable of growing wonderful fruits or vegetables, so work is out of place in one locality because there is too much of it, and demanded in another because there is too little.

To bring work under reasonable control, engineering is demanded. Like any other natural resource, astonishing results may be obtained if work is harnessed, like water, instead of being allowed to run wild. Especial arrangements must be made for the transportation of man-power, too, just as for water power.

Part of the human engineering necessary to the control of work is voluntary community effort. There is a delicate part of this engineering which cannot be paid for, which is a matter of feeling for fair play, is a matter of public education.

For this important part of the job, the Community Labor Board has been devised. It is a valuable instrument even when it does not achieve results at once. We will one day come to the time when labor will be so organized, so distributed, so automatically engineered that the work of the Community Labor Board may be greatly reduced in volume, but its task is now waxing

large. At any time a force of investigators may be needed to discover what skill exists in a community, what jobs are fit for women or children, where workers can be found, or the opposite where they can be put to work. The first demand, as already indicated, is likely to be the one last named, to interview small employers in regard to the possible openings they may have. Back up your Community Labor Boards!

## CHAPTER V

### HELP WOMEN AND CHILDREN IN INDUSTRY

ONE of the leading questions asked by the Spokane Chamber of Commerce, which issued one of the earliest outlines for reconstruction work, was, "Should women who have taken up men's work as a war emergency be encouraged to relinquish this work and not compete with men in employment?"

This question is a moot one, not only in the United States but in Europe. The general answer is, "No," if they have to work to exist; "Yes," if they merely went to work to demonstrate that everyone should work during the war, and if they can live comfortably while making room for some person who must have wages to exist. The class who should give up work at this time is so small as to be negligible. With most women work is a matter of subsistence. Women will not be "re-bottled" after the war. They have risen to the occasion; they have measured up to jobs far greater than they were expected to face, but they are not yet generally educated nor fully organized enough to rise far above their birthright of heavy drudgery. They must keep on with the fight they have just begun, a fight

to secure living wages, proper hours, and good conditions at work.

It would seem, in an odd kind of way, that women are reverting to the powers demonstrated by many of their grandmothers. Many an American woman whose ancestor was a pioneer, with all that entails in the way of hard labor, is going back to hard labor in mill or factory today. Stout-hearted and strong, no matter of how gentle birth, our grandmothers sewed, spun, churned, nursed, brought up a family, and quite frequently helped to fight Indians.

Intervening generations of women lost the feeling of power to do that which their grandmothers did without question. Then the war immensely increased the number of women who went forth to do work as hard, without question, as that done by their feminine ancestors. They did the work of the Italian peasants in the vineyards, in the field they wielded the spade.

“Women are amazingly adept at wielding the pick-axe,” says Dr. W. Gilman Thompson, expert on industrial hygiene. “One whom I watched for some time unobserved, was striking fifty-six strokes to the minute.” Women went into the metal trades, and their output was either equal to or greater than that of men employed in operations upon which both men and women were employed in sixty-six out of ninety-four of the establishments investigated by the National Industrial Conference Board. In the manufacture of foundry and machine shop products, twenty-four establishments

reported women to be doing work equal or superior to men, and in drill press work women were twenty-five to fifty per cent. faster than men. The attendance of married women compared favorably with men.

In other trades similar comparisons have been made. Today women sew and spin in factories, work in dairies, nurse in hospitals, and bring up families (at least by proxy). Even if they do not fight Indians they do these other things with skill which amazes him who does not realize that adding mechanics to the old callings does not change the trades which are traditional. Nevertheless they need training in mechanics; generally they have not had it. For this reason, also because unions have often displayed their ignorance by refusing to recognize women workers, and because the timidity among women prevented them from organizing widely, the position of women in industry today is not strong.

Women, children, and negroes have more or less always been on the same economic plane in industry. They have all been wage cutters. They have not generally stipulated their hours of labor; nor conditions such as time for meals, rest periods, protection against injurious employment; nor have they been able to demand until this war standards which are essential to the interests of coming generations, even if inconvenient for employers.

Reconstruction has brought us two great tasks. One is to protect once more our children from labor. Since

the declaration that the child labor law was unconstitutional we have wickedly wasted our children, quite as much in the great sugar beet fields of Colorado as in the terrible cotton factories of the South. In Colorado, during the season for beet cultivation, great troops of children go out on the land to work. They live nomadically, they receive no education, they are without protection, prey to vicious conditions. The story of factory children is better known, a case too tragic to need dwelling upon. Such a state needs no argument. To save minds from becoming desperately numb and bodies from exhaustion before middle life, child labor must cease. Where state laws exist enforcement must be rigid. In each community there is acute need that the entire people shall know how the state and nation stand. There is need for adequate propaganda and force of public opinion to secure children forever from exploitation.

For our women, and children too, since we deal with mothers, our communities have new definite obligations. It is recommended by Miss Van Kleeck, of the Women-in-Industry Service, that we see that our employers and all workers understand and promote the standards for employment of women outlined by the War Labor Policies Board, and, as fast as may be, that communities must secure the writing into law of these standards, and concentrate on their enforcement.

The standards, as approved by Secretary of Labor Wilson, are as follows:

## HOURS OF LABOR

1. *Daily hours.* No women shall be employed or permitted to work more than eight hours in any one day or 48 hours in any one week. The time when the work of women employés shall begin and end and the time allowed for meals shall be posted in a conspicuous place in each work room and a record shall be kept of the overtime of each woman worker.
2. *Half holiday on Saturday.* Observance of the half holiday should be the custom.
3. *One day of rest in seven.* Every woman worker shall have one day of rest in every seven days.
4. *Time for meals.* At least three-quarters of an hour shall be allowed for a meal.
5. *Rest periods.* A rest period of ten minutes should be allowed in the middle of each working period without thereby increasing the length of the working days.
6. *Night work.* No women shall be employed between the hours of 10 p. m. and 6 a. m.

## WAGES

1. *Equality with men's wages.* Women doing the same work as men shall receive the same wages with such proportionate increases as the men are receiving in the same industry. Slight changes made in the process or in the arrangement of work should not be regarded as justifying a lower wage for a woman than for a man unless statistics of production show that the output for the job in question is less when women are employed than when men are employed. If a difference in output is demonstrated the difference in

the wage rate should be based upon the difference in production for the job as a whole and not determined arbitrarily.

2. *The basis of determination of wages.* Wages should be established on the basis of occupation and not on the basis of sex. The minimum wage rate should cover the cost of living for dependents and not merely for the individual.

#### WORKING CONDITIONS

1. *Comfort and sanitation.* State labor laws and industrial codes should be consulted with reference to provisions for comfort and sanitation. Washing facilities, with hot and cold water, soap, and individual towels, should be provided in sufficient number and in accessible locations to make washing before meals and at the close of the work day convenient. Toilets should be separate for men and women, clean and accessible. Their numbers should have a standard ratio to the number of workers employed. Work room floors should be kept clean. Dressing rooms should be provided adjacent to washing facilities, making possible change of clothing outside the workrooms. Rest rooms should be provided. Lighting should be arranged that direct rays do not shine into the workers' eyes. Ventilation should be adequate and heat sufficient. Drinking water should be cool and accessible with individual drinking cups or bubble fountain provided. Provision should be made for the workers to secure a hot and nourishing meal eaten outside the work room, and if no lunch rooms are accessible near the plant, a lunch room should be maintained in the establishment.

2. *Posture at work.* Continuous standing and continuous sitting are both injurious. A seat should be provided for every woman employed and its use encouraged. It is possible and desirable to adjust the height of the chairs in relation to the height of machines or work tables, so that the worker may with equal convenience and efficiency stand or sit at her work. The seats should have backs. If the chair is high a foot rest should be provided.
3. *Safety.* Risks from machinery, danger from fire and exposure to dust, fumes, or other occupational hazards should be scrupulously guarded against by observance of standards in State and Federal codes. First-aid equipment should be provided. Fire drills and other forms of education of the workers in the observance of safety regulations should be instituted.
4. *Selection of occupations for women.* In determining what occupations are suitable and safe for women, attention should be centered especially on the following conditions which would render the employment of women undesirable if changes are not made:
  - A. Constant standing or other postures causing physical strain.
  - B. Repeated lifting of weights of twenty-five pounds or over, or other abnormally fatiguing motions.
  - C. Operation of mechanical devices requiring undue strength.
  - D. Exposure to excessive heat—that is, over 80°, or excessive cold—that is, under 50°.
  - E. Exposure to dust, fumes, or other occupational poisons without adequate safeguards against disease.
5. *Prohibited occupations.* Women must not be employed in occupations involving the use of poisons which are

proved to be more injurious to women than to men, such as certain processes in the lead industries. Subsequent rulings on the dangerous trades will be issued.

6. *Uniforms.* Uniforms with caps and comfortable shoes are desirable for health and safety in occupations for which machines are used or in which the processes are dusty.

### HOME WORK

*No work shall be given out to be done in rooms used for living or sleeping purposes or in rooms directly connected with living or sleeping rooms in any dwelling or tenement.*

### EMPLOYMENT MANAGEMENT

1. *Hiring, separations, and determination of conditions.* In establishing satisfactory relations between a company and its employés, a personnel department is important charged with responsibility for selection, assignment, transfer, or withdrawal of workers and the establishment of proper working conditions.
2. *Supervision of women workers.* Where women are employed, a competent woman should be appointed as employment executive with responsibility for conditions affecting women. Women should also be appointed in supervisory positions in the departments employing women.
3. *Selection of workers.* The selection of workers best adapted to the required occupations through physical equipment and through experience and other qualifi-

cations is as important as the determination of the conditions of the work to be done.

## COÖPERATION OF WORKERS

*The responsibility should not rest upon the management alone to determine wisely and effectively the conditions which should be established. The genuine coöperation essential to production can be secured only if definite channels of communication between employers and groups of their workers are established. The need of creating methods of joint negotiation between employers and groups of employés is especially great in the light of the critical points of controversy which may arise in a time like the present. Existing channels should be preserved and new ones opened if required, to provide easier access for discussion between employer and employés.*

## COÖPERATION WITH GOVERNMENT

The United States Government and State and local communities have established agencies to deal with conditions of labor, including standards of working conditions, wages, hours, employment, and training. These should be called upon for assistance especially in the difficult problems of adjustment in the period of reconstruction following the war.

Inquiries regarding the employment of women may be addressed to the Woman-in-Industry Service, Washington, D. C., and these will be dealt with directly or referred to the official Federal or State agency best equipped to give the assistance needed in each instance.

The ways your committee may secure attention to these standards are numerous. Copies may be cir-

culated. They may be pooled in club rooms or churches. Papers may be induced to print them. Speeches may be introduced in appropriate programs. No chance should be missed to put them forward in a new place in your town.

The Community Labor Boards and the United States Employment Service, through contracts with employers which entailed calls for women, were able to further these safeguards to wages, hours, working conditions, and industrial relations. It was a big step in the interest of the workers, the industries, and the best citizenship of the country. "In time of peace no less than in time of war," says Mary Van Kleek, "the nation must depend for its prosperity upon the productive efficiency of its workers. . . . The most important question arising now is the comparative wage paid to women and to men. The principle of equal pay for equal work was affirmed repeatedly by agencies of the Federal Government during the war as a means of preventing the lowering of industrial standards. This principle should be carried further. Wages should be based upon occupation and not upon sex."

One of the distinctly necessary new activities for most communities which have any percentage of women workers is a woman-in-industry committee. Questions recommended for such a committee to take up are:

Hours and wages.

Health and welfare.

Securing community labor boards where they do not exist.

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Securing the creation of a woman-in-industry bureau under the State industrial commission.

Securing inspection of plants or an adequate staff of inspectors.

Abolishing manufacture in tenements.

Circulating summaries of laws concerning labor.

Investigating overtime or improper working conditions.

Indiana appointed a committee of three to inspect factories.

Surveying the facilities for vocational instruction for women and agitating for more where they are inadequate.

Arranging women-in-industry exhibits which visualize hours, wages, and conditions, and point out what is needed.

Studying transportation facilities used by the majority of women workers and making recommendations if necessary.

Campaigning for physical examinations of women before they shall be allowed to enter industry.

Securing adjustment committees to represent working women of other race or color.

Preventing inmates of State institutions from entering the labor market in competition with free labor.

Mary McArthur, the English leader of women in industry, says truly, "there can be no sex war in industry. Woman . . . is merely a weapon in the hands of those who desire to use her cheap and docile labor to decrease the cost of production, and increase the profits of the employing classes. Among the means by which English women hope to secure proper arrangements are both effective union organization and state action. They are working for a sufficient wage, a wage equal to man's, an approximate wage for approximate

work, and conditions which will promote physical and mental development."

All the world around, women are having this same battle, or it is impending. American women above any other are sensitive to the good of their homes and their children. It is beyond estimation important to safeguard the working sisterhood, and the women of each community, beginning with the local phase of the national problem, may do an immensely important work along the lines laid down.

Your immediate community woman-problem may have to do not with women in factories but women in shops. In Kansas the woman-in-industry committee made a necessary campaign for early closing of shops in the small towns. Or perhaps your trouble may be the women doing night work; laws may need strengthening in the state. Or it may be laundry workers' hours which are bad, or the conditions of whose trade unnecessarily induce tuberculosis. Or it may be the girls in the cigar factories.

Each of these cases and thousands of others have been dealt with during the war by the women-in-industry committees of the Council of National Defense. The fight to abolish the "kiss of death" shuttle in Rhode Island, and to secure a reduction of hours in Virginia tobacco factories—many chapters in the story tell of living struggles with vital abuses, fought by groups of women hopeful enough, intelligent enough, to protest injustice to the under dog.

More, not fewer, women will enter the workers' world from now on. Domestic labor problems are finding their answer in the development of commercial cooked food services. The common kitchen which sends food in thermal containers to private homes, may, in time, liberate hosts of dependents who, realizing the prophecy of Charlotte Perkins Gilman, will turn their powers to productive industry. The day will certainly come when they no longer will do only the menial parts of that industry.

"It isn't any use somebody 'itchin' us to a star," said the militant little Melinda Scott at the Woman's Victory Dinner on the first Lincoln's birthday after the close of the war. On the contrary, women workers are already hitched, owing to Melinda and her courageous ilk! And their star is in the ascendant. With a confidence born of recent realization of their value, women are rising, and what their mother instinct demands is a fair deal.

## CHAPTER VI

### EXTEND HOSPITALITY AND RECREATION

PROBABLY until 1921 the Welcoming Committee will shine forth in all its glory. Our troop-laden ships pour their precious cargoes into our ports as this is written. Groups vie with groups to give glad welcome to all the boys. Our cantonments add to the crowd. Through War Camp Community Service the welcoming committee passes these boys on to a host of pleasure opportunities, dances, theaters, concerts, lectures, movies. Canteens serve them food.

Privileges of all sorts, volunteered to the uniform with a cheerful lack of discrimination, are accepted in the spirit in which they are given. Gaiety is even added by some of the mistakes.

Two corporals standing on a corner in New York caught the eye of a pleasant old lady in a big car. She stopped and benignly invited them to go for a ride.

A look passed between them. They weakly accepted.

“This is Central Park,” explained the good lady presently, consciously if not brilliantly guiding her soldier tourists. “And this is Eightieth Street.” A little farther on—“This is the Hudson River and Riverside Drive—the Soldiers’ Monument—Grant’s

Tomb." (She pronounced it "Stoom.") And down town again—"This is an eighteen story hotel."

"Yes, ma'am," they said meekly to it all. She switched her attention to the boys themselves. "Where are you from?" she demanded.

A look again passed between them.

The taller one cleared his throat. "I come from Oklahoma."

"I'm from Salt Lake," chimed the other.

The good lady deposited them at a canteen for lunch. As her car drove off the taller one heaved a sigh of joy. "Lied like a gentleman!—me, a chauffeur for four years in New York—and you, a taxicab driver born in Harlem!"

The desired end was attained. The boys were hugely entertained, the good lady was hugely gratified, and Government advice was followed to the letter. This advice is: to receive and entertain each soldier and sailor at the time of his return. Each man wants to feel that the home people were "some glad," as they themselves express it, to see him come home. Give some sort of "party" to them, singly or in groups.

Provide for some permanent recognition of military service by the whole community. Give the Honor Roll a permanent character. Pay your debt to your boys in some pleasant public way. A tablet may be put up in a prominent place.

When nearly all of the men have returned, announce definite arrangements for a general celebration, and,

whatever character this festa takes, make it gay. And don't forget the late to return.

Many a woman has had as happy occupation as any in her life feeding soldiers *en route* or at home, collecting and bestowing books the soldier was privileged not to return, playing games or pouring tea at hostess houses. No doubt the first woman to get up a grab-bag for the soldiers entrained for the coast, enjoyed it as much as ever a child did a prize package.

Many a man has met women of a different sort from any he knew in his own circle. More than one man has asked, "And after I take off the uniform, will you ladies still be kind to me?"

What about it? Shall we make the varied hospitality we have been offering the forerunner of community kindness and amusement for these same boys?

Are we to forget that the play we have encouraged offered not only "a noble expenditure of leisure" but that it has a direct relation to the morality and health of all the inhabitants?

Are we to allow the spirit to die which made our towns so attractive to live in merely because these same men who have worn the khaki change their clothes and become indistinguishable from other men? And are not the women and girls who have been working in war jobs, are not we all, entitled to continued efforts which will keep our peace time pursuits from being dull and unsociable?

"How can we go back to bridge teas and nothing

to do?" asked one high-bred canteen worker dismally. "My schedule since the war began has kept me busy from seven in the morning until eleven at night. I have driven an ambulance, made Red Cross dressings, sold Liberty Bonds, and served here. This part," she waved her hand at a room full of boys from a near-by cantonment, "is the heart of it all. I am only one of the many who dread the time when it will all be over. Don't you know of something I can do?"

"Our task at Paris is to organize the friendship of the world," said President Wilson. Our task at home is to organize the friendship of the community.

Just as there is ample room in reconstruction tasks for all the demobilized home army and drafted men, so there is an aching void for the demobilized women—and men—who canteened and knitted so valiantly. That is no joke about the men! One bank president living in Washington knitted with great delight the entire period of the war, finally buying himself a machine. Another in an Eastern port not only knitted but served refreshments to French merchant sailors in uniform who flocked to his wife's unique "Rendezvous des Poilus."

Community service will be much less spectacular than war service. Yet it is undoubtedly proven that communities lack the very things that have been given to soldiers, first of all, friendship. Those same men out of uniform may have no place to get decent food at low cost. The girls who have worked on uniforms

and munitions often have no adequate canteen or cafeterias. There is work for every woman and every man—but first they must search their own souls to find out whether they are really ready for it, ready to volunteer friendship in terms of ordinary service.

There was a glamour in “doing it for the boys,” there was a thrill of pleasure in sacrificing for a world-known cause. Also, one must deprecatingly whisper, there was a certain sense of social safety in working for the Army and Navy which rendered the enthusiasm of the oppressively opulent especially vivid!

Today the democracy of the volunteer will be really tested. His freedom from snobbishness will be proven if he is willing to work to add entertainment, comfort, and friendliness to the community in which soldiers and sailors must presumably live without uniforms for the rest of their lives. The volunteer avocations will no longer be served up on a silver platter. The worker may even have to hunt for his bit, perseveringly.

If anything were needed to confirm the opinion that the community tremendously needs the canteener, the hostess, the manager, the waitress, the host of volunteers who made hospitality a profession, the passing of the saloon would do it. “The poor man’s club” has vanished. What shall take its place? Where will men gather for genial relaxation?

Where shall they meet to talk?

Raymond Calkins, one of the very first persons to write on this subject, attracted attention twenty years

ago by a plan which he re-advocates in the January, 1919, issue of the *Survey*. He urges that the great organizations shall continue to pool their resources to provide what men have heretofore had only within the walls of a saloon. Incidentally, reputable women never shared the advantages of the saloon, so that these great agencies would be supplying one half the population which had never been properly considered. Mr. Calkins urged the taking over by municipalities, civic organizations, settlements, or churches, of all saloon premises and turning them into clubs. Already, several clubs have been formed in New York in these old bar-rooms. Boys' clubs, which were organized to turn gang spirit to good effect, are now playing pool, billiards, and other games there.

"There is no basis for getting together as a community like that of having a good time together," says John Collier, that ardent and eloquent advocate of humanity. ". . . The great bulk of the population are just human beings with human wants, who need to loaf together, to dance and sing together, to feel their spirits grow larger through taking part in joyous group activities. We tend to forget that the problem of leisure is not a problem of repressing evil but of creating life. Most people do not, and under present conditions cannot, live deeply or earn enough through their work! . . . This means that if we repress the existing institutions of leisure because of the evil in them and make no provision for the constructive use

of leisure, we will, as a society, have committed psychological and moral homicide on our own people. We live in our own play, live our leisure life or not at all."

Having dwelt in a temperance town, the writer has no illusion about the difficulty of pleasurable existence without alcoholic stimulants on draft, but memories of the democratic *Maison du Peuple* in Brussels glow richly in the mind in comparison with the pale pleasures which the ordinary impoverished-for-excitement town presents. Can't we make it come true that every community will have a People's Room, at least, where we may sit and talk together, play games, act a drama, hold a forum, and drink coffee? Plain sociability will re-vitalize both individuals and whole neighborhoods.

One of our first thoughts as the boys come back is the proper tribute to pay to those who did not return. There is danger of mistaking the token for the reality —of erecting a wonderful monument and simultaneously neglecting the living spirit, like the widower who erects a million dollar mausoleum and remarries at once. The best memorial with which we can honor both our dead and our living is a finer, more joyous community life.

Beginning with the celebration of the soldiers' homecoming it should not be difficult to lay out a tentative plan for having a good time together. To speak of "organized leisure" unfortunately suggests somewhat mechanical and scientific arrangements, a connotation entirely contrary to the writer's conception. To arrange to find leaders to provide new facilities, to

develop ingenious plans, should only encourage spontaneous development which will make us "taste the meanings of the things we do" and come, in time, to give us a "significant record" of developed play.

For most of us, choicer than any object we possess is the command of a specified amount of leisure. Taken altogether, this is perhaps our greatest potential national wealth. Our spare time is of immense moment to ourselves, whether we rest or whether we exert ourselves. It is of immense moment likewise to the nation. It contains our pleasure—it almost creates the national taste.

In spite of the importance of these facts most of us have languished for lack of knowledge. We have been obliged to educate ourselves entirely in regard to the choice of avocations or pastimes. Choice has been pitifully limited by the general indifference or ignorance of what to do, where to do it, and when it could best be done.

Leisure has lacked a little necessary organic planning—planning which will take out none of the relaxation but merely add pleasure and incentive to it, and, secondarily, profit. "Fun" or play has generally been viewed far too selfishly as a privilege to be enjoyed in proportion as it was exclusive. It has only been of recent years that the ideal of public playgrounds has taken firm root. The public golf links, the great river and lakeside park systems developed in Seattle, Minneapolis, Philadelphia, Washington, New York and Bos-

ton, to name some of the cities which have spent large sums, are, after all, very recent. Only too often there exists no center of information about existing facilities; nor even an open space where free mass meetings may be held to discuss matters of common interest.

No matter what the size of the town, there will be work for a preliminary study group to do. This should include representatives of the parks, playgrounds, athletic organizations, the schools, and the arts—music and drama particularly. The first task is to consider both free and commercial facilities for amusement already offered.

What is there for people of various ages to do? See whether the facilities are adequate and varied. Are they all in as nearly whole-time use as they might be?

To answer these questions, consider the distribution of your people, their nationality, the types of their employment, the social and educational groups, and the religious groups. If an Americanization campaign is going on in your town, it should be equipped with this same information.

A map of your town and its environs with these facts indicated will be needed. List both artificial and natural advantages with relation to the various neighborhoods, and, if your information is not full, lay out the plans for a survey.

Call a conference of representatives of the people and organizations in the community which will be interested in better recreation: the seven United war drive

agencies; the churches; the libraries, etc., and also racial groups and representatives from various neighborhoods. Form a Recreation Service.

Divide the proposed survey into two parts: commercial amusements, and free facilities.

For the investigation of commercial amusements assign to volunteers willing to investigate, confer and report, a list of pay amusement places, resorts, movies, etc., in a given district which, if the town is large, should be marked out on the map. Ask them to report their findings and recommendations at the next meeting.

This survey will probably show that the types of leisure enjoyment are extremely few and, with the exception of the movies, that people get extremely little entertainment for their money. It will ordinarily convince an open-minded committee that, being predigested amusement, it is not conducive to self-expression. For women the average town offers fewer outdoor activities than for men. Much that is positively unwholesome may be discovered. Definite action to suppress or correct may be called for. It is usually wise to have a special sub-committee handle such cases, as suggested in a succeeding chapter.

Ask other volunteers to bring in information about all the free opportunities for amusement in the several districts, and also the accessible out-of-town places. If they are any sort of volunteers they will immediately find out about the church that has a lantern or movie

machine that is hardly used at all: or the piano and the nice big room which might be used for singing. If there were somebody to help out the janitor a school auditorium might be used any night. Jones's field could be flooded for skating. So-and-So's hall, which has a good dancing floor, could be had at a reduced rate for a real community party. Smith's vacant lot may be used as a children's playground. The Museum lectures are ill-attended because no one knows about them. The library has a room they will allow community clubs to use on occasion. There is a splendid place for bonfires on the lake shore. The church is planning to start an open forum. An artist somebody knows will do a poster to advertise any outdoor recreation plan the committee wants to launch. The Y. W. C. A. had a splendid camp last year—why can't there be other camps up the river, well chaperoned, for girls and boys? The drama club offers to help the children put on a regular show.

Once one begins to look into it endless opportunities appear right at one's very door for intensifying pleasure which increases the culture and delight of all the people a thousand per cent. There is the neighborhood club. The best rule for the community club is, "Never miss a chance to celebrate. If your neighbors have an anniversary get together and celebrate. Make Independence Day, Harvest Home, New Year's, occasions for Community spreads. See that everybody is invited and made welcome . . . and don't forget the strang-

ers," says McFee in *The Teacher, The School and the Community*.

Charles Weller, of War Camp Community Service, urges that community organization be built up on the primary basis of having a good time together. "Even in those communities which are poorest in social institutions, there might be games, dramatics, singing, picnic, barn and house parties, hikes, contests, nature study, clubs for poetry, for canning of stock raising; boxing . . . games in streets, alleys, and vacant lots; cards, checkers, and chess, athletics, golf, carpentry in unused basements; socials of many kinds in lodges, schools, churches and private homes, and just gossipy visiting." (If your community wants good games, consult *Ice Breakers* by Edna Geister.)

Certainly one principle which needs to be emphasized is doing things together. Pleasure will afford contacts which quicken real work. Hosts of people living in walking distance of a beautiful river, a lake, or the ocean itself rarely experience the visual recreation of seeing it, let alone swimming in it, or boating on it. Usually those who have baby carriages to push or children to divert do see it, not always with a sense of unalloyed pleasure. Yet these same people would gladly go down to the beach if there was something to do there, bathing, or in winter, ice boating; a planned marshmallow roast or a bonfire. Their lives are poor in pleasure because they lack leadership. They lack people

who will help to get together groups who will enjoy certain things and make a game of doing them.

The most important matter of all, perhaps, is to *find promoting leaders* for various types of recreation, men and women eligible and happy to direct walking clubs, gardening or canning clubs, dramatics, nature study, athletics. Chaperones and dance managers will be wanted for the dances. "New stunts" may be introduced. For instance, artist craftsmen may be found, so circumstanced as to be able to allow the use of their shops or studios under proper supervision to workers who buy their own tools and materials, or perhaps direct interested workers in the delightful avocation of craft work in clay, metals, wood. You may develop an entirely new spirit in certain quarters. The artist with social vision has his chance to encourage interested laymen by popular interpretation. Some day, perhaps the community can support well-equipped studios where the factory girl and the mechanic who feel delight in form, or line, or color, or music may work freely in their leisure to express a repressed sense of beauty.

Such a committee should decide whether it is to have all-round, proficient, district recreation leaders, or specialized leaders responsible for one type of amusement only. They should be chosen because of their congeniality to the group they are to direct. The most genial, democratic, simple-mannered persons are best. Do not consider that these leaders are fixities after the group is started. If the neighborhood itself selects

another leader, it may be testimony how well the thing is succeeding. The neighborhood that elects its own leader is likely to have democratic freedom in play-management.

The director or leader should map out plans for various neighborhood groups of different ages as they naturally exist, discouraging a tendency to exclusiveness. When he has his plans in shape he is ready for a constant fire of publicity in the form of announcements in pulpits, in schools, or in papers. The central committee should help to get good special articles about interesting or successful affairs into the press. Posters or bills—every means that will help advertise the endeavor in new quarters—will be advantageous. The play directors may obtain from the Children's Bureau or the Council of National Defense, Washington, "Directions for Patriotic Play Week." This week is a good annual feature. Give National Badge Tests for physical efficiency.

At least once a year some community-wide feature in which the grown people of all neighborhoods participate should, if possible be arranged. It may be a chautauqua. In some places a chautauqua is the yearly get-together. It may be an Americanization celebration. Both have produced splendid results for everyone, particularly when celebrities were induced to attend.

It may be a historical pageant—whatever it is the community pride and the inspiration it arouses show what well-spent leisure may mean. St. Louis will never

forget its great historical pageant. The city had for some years lived within a Chinese wall so far as business was concerned. The Terminal Association charged toll on every pound of freight and every person that entered or left the town. The city stopped growing, but could not be roused fully to its danger. At the same time a free bridge hung for several years half finished across the Mississippi. It was suspected that it was checked by political chicanery. Although the greatest evening paper of the town persistently agitated to secure the completion of this bridge, the public was apathetic.

Help came from an unlooked-for quarter. Drama enthusiasts conceived the idea of a great pageant which the entire community could enjoy. It was launched on a big scale. The history of exploits of early explorers, the mystery of the wonderful river, the mighty development of industry, and the very spirit of America were all cleverly worked out in a great spectacle held in Forest Park, the background of the St. Louis Exposition. The entire city attended. The entire city thrilled with the pride of its free traditions, and the entire city reacted immediately on that civic question of the free bridge. Politicians immediately found reasons why that bridge must be finished. It was finished. For the time being—only temporarily alas!—community solidarity had come to pass!

Perhaps in your town some civic work like that may be sticking. Even if the parable of St. Louis is not applicable at all, an unselfish, impersonal plan for the

enjoyment of all the people will certainly benefit the community. Towns or neighborhoods are lovelier when they vie for community attractiveness even as persons who vie for personal attractiveness. We cannot let Johnny come marching home, when so much has been done for his pleasure away from home, without making some attempt systematically to provide diversions which will make him love that home increasingly.

The victory pageant may or may not be a good place to begin. If ambition and finances permit a locally developed historical pageant, directed by qualified persons, is more desirable because of its tendency to Americanize all elements—even the descendants of the Pilgrims themselves. The school Art League of New York (10 East 47th Street) has just published a libretto suitable for production by a small group. It can be secured at small cost, including the right of presentation.

A true saying is that "singing stirs the emotional depths." One of the quickest and best methods of getting community service by recreational methods is through community singing. The "Liberty Chorus" now becomes a *Victory Chorus*. Local talent may lead it, or, if there is money, a director may be hired. The printed organization plan to be obtained from the Council of National Defense, the song sheets of the War Community Service, good collections offered by music publishing firms, will help to put any community upon the singing list. Art and drama will follow.

Occasionally, information bulletins might be published by the Recreation Service, telling *What to do in Janesburg*—or Spokane, or whatever the name of your town is. They should be the sort of information circulars we have given to the boys in all camp communities. They may be made good advertising for the town; the merchants will usually pay for them if they are put up in a manner which advertises the community.

## CHAPTER VII

### YOUR COMMUNITY HOUSE

THE token by which we remember those boys who do not return, cannot replace the sweetened spirit of community life which should be our true commemoration. To permit no narrowing of the horizons so beautifully extended by the war, but rather consistently to enlarge them, will, of course, be the finest of all tributes, bespeaking the reality of brotherhood. But we are going to have tokens, and there are few communities who can look at the monuments erected after other wars and feel that they are significant of anything so much as resignation—resignation to what the artists inflicted upon us.

The warmth of deep feeling which has melted the edges of many a solid prejudice during this war may achieve a splendid thing now if it will; it may direct the expenditure of memorial funds to make appropriate the outward token of our new perceptions. Since the strongest experience of the war has been community experience, why not commemorate the bravery and the gay spirit of our boys by erecting a house to encourage continued community activities?

A community house has many advantages over statu-

ary, no matter how wonderful the sculpture is. In the foregoing chapter even a community room was suggested, a hired room if necessary. How much better, if possible, a community roof-tree sheltering whatever the community most wants and needs for itself! If the funds which hundreds of cities are collecting are well spent, even a small town may be provided with a rest, lecture, council, concert room, or an auditorium, a stage, a gymnasium, public baths, an art gallery; offices for organizations which peculiarly serve the town, such as the War Camp Community Service, the Red Cross Home Service, the Community Council. Ideally, the building will combine several or all of these features, according to the nature of the place. A farming town may want one sort of thing, an industrial town another.

The building itself may indeed be a unit capable of additions, as the uses to which it may expand are innumerable. The architecture which fits its setting should express the beauty sense of the neighborhood. Most happily it should be of native material. Good advice should be sought to make the "Victory Building" a lovely and gracious place. However plain, it should be expressive of the warmth in our soil, in our hearts, in our sincerity.

It has been suggested that such a community house might be duplicated in various neighborhoods of any city, and serve as do the *mairies* of Paris, as neighborhood municipal stations. Certainly many small community houses will mean more to neighborhood people

than one city institution, which is all too likely to follow the example of our great museums and art galleries, and become a mausoleum dedicated mainly to "student stuff" or relics. Better to have such houses even civic stations from which one might obtain marriage certificates, or at which one might pay taxes. It is ridiculous how far one must travel in some of our large cities to obtain a paper from the City Hall.

Neighborhood houses have always been, but they have been handicapped by being philanthropic. However democratically they have been used, they have been benevolently supported and autocratically operated. Victory houses, built by the people themselves, will not have this taint of Good Samaritanism. They should have maintenance from the pockets of the people, service from and by the people, hospitality of and for the people under their self-imposed rules.

Primarily, the Victory House is to be a house for recreation, encouragement of the arts, encouragement of self-fulfilment on the part of the community and its inhabitants. Fine pictures may be hung there. Plans are afoot already to send art, industrial, educational, and health exhibits to such houses on arranged circuits. There is no reason why, in the basement of such a buildings, crafts shops should not be developed. There is every reason why the canteen worker should transfer his or her hospitality work to the community house. One has only to attend an average mothers' club meeting in the average barrenly-furnished school to realize

how far cakes and coffee open the road for conversation and discussion longed for by shut-in rearers of families. The community kitchen installed in the community house might serve the village dance and at other hours facilitate the conservation of food.

In the time of our grandparents "liberty poles" were raised in every village. They were the center of community celebrations. Today we have the opportunity to raise Liberty Buildings, which will promote what President Wilson calls "common council about common affairs." They may serve as an expression of and an instrument for that enhanced spirit of intelligent public service which has been a real acquisition.

At its best your House may be a glowing center for the town, a place where gay entertainments vie with earnest, stimulating discussion, where the art and work and spirit of the community find hospitable environment. The confidence of the community will be increased by the sense of warm coöperation it expresses. All efforts, small and great, will invigorate the composite soul which finds a resting place, or an outward sign, in this community home.

## CHAPTER VIII

### SET YOUR WATCHFIRES

THE woman "bobby" has come to stay. A wave of feeling, deep and intense, which swept over the country in regard to the social well-being of our men and girls resulted in a new woman's army made up of women police and protective officers. "Protection" is not a phrase which appeals strongly to any but the inured social worker, but the new sense of community responsibility the term denotes challenges everyone. It has been recognized that it is necessary that both our men and our girls be surrounded by new safeguards; physiological knowledge first of all; a new attitude; and then help for those who get into trouble.

Realizing that the side partner of a recreation program is a protective program, the women of the country, as well as the men, have not been slow to offer both their services and their votes to insure what safety for youth they could during the war period. It is significant that a host of women who, for long, have drawn their skirts aside and have deliberately shunned such work, showed increased understanding which sent them to the front in this fight. They lighted many watchfires.

We are not done—only begun. Many more watchfires must be set. Merely to segregate vice is to blow on the flame. Our ultimate aim can only be to abolish prostitution. It cannot be done by appeals to eradicate sin and depravity in both men and women. It can be done by teaching facts. Much fundamental education of men and women, girls and boys, in social hygiene has been done during the war. The army has done this work for our men. Similar education for part of our girls has been arranged or contributed by valiant women. Many women doctors and social workers have given a magnificent service by lecturing to girls in factories, in schools, in shops, on the facts of life and sex. Outstanding above the work in almost any other state has been the stirring social hygiene campaign in Illinois, directed by Dr. Isabel Yarros.

Our education of women is but barely begun. When they understand fully the tremendous significance of the social fight which must be made and feel the overwhelming importance of teaching their children not only cleanliness in regard to sex but control of sex impulses, and continence, women will respond magnificently to the demand that educational watchfires shall burn brightly.

We are turning towards a right attitude in regard to social hygiene work. That attitude will undoubtedly express itself some day in new laws, laws which stand for the abolition of prostitution; laws which are based on a single standard for men and women; laws which affect both marriage and divorce; laws which no longer

make women the legal scapegoats of immorality. But, taking our first baby steps toward the major changes, we must use the good tools we have on the statute books. Failure to enforce laws we already possess is one of our flagrant neglects. We have only to use the powerful instrument of public opinion to secure at least a modest degree of decency. Let one man in office be persuaded to remember the law, existing in many states, that on the outside of each house of prostitution the name of the owner shall be posted in large letters, and see what happens! The community, exerting itself, can at least control its own shame.

The Training Camps Commission has brought about a coöperation with regard to law enforcement such as we have never had before. Much of the best work in regard to women has been done through the agency of women protective officers, fixed post workers who have been trained with exceeding care. The Commission succeeded in procuring houses of detention in numerous cities near camps. Usually the city provided the funds. Women protective officers investigated the cases of all women arrested for sex offenses and sent to these houses of detention, and helped to prepare their cases for prosecution.

So far as possible both physical and mental examinations of these women were made. "We came to know about twenty-eight thousand of them personally," said Mrs. Jane D. Rippin, head of the Woman's Division of the Law Enforcement Section.

Beginning with comprehension which is neither sentimental on the one hand, nor scientifically adamantine on the other, the work for which every community will be responsible when the Fosdick Commission lays it down is, really, to know the exact problem. Only knowing it will convince us what measures we must take. We have wasted enormous amounts of money and effort because of misconceptions. To endeavor to correct the abnormal tendencies of mentally defective women by putting them in jail when what we needed were more institutions for the feeble-minded into which we could put the wrecks, and *new social preventives* which would avoid future social calamities, has been just plain stupid. Abnormal women can only be detected by careful physical and psychological examination. The woman doctor, equipped to make all necessary mental and physical tests, is a *sine qua non* of the modern system of handling women arrested for sex offenses.

Three needs of every community are protective officers, a house of detention, and an expert examiner who may act as adviser to the judge who hears the case. Whether the protective officer is called a policewoman, as she is in some fourteen states in which she deals with offenders in the manner prescribed for officers of the law, or whether she is called a protective officer, which usually signifies slightly different functions and preliminary training, women in protective work are primarily important. Strong, sane, noble women have a new and highly skilled profession opening up to them. Com-

munities are more and more demanding the help of intelligent women in corrective work. If some girl you knew got into trouble, wouldn't you rather have a wise woman help to handle her case?

An increasing number of communities are also demonstrating that they understand the exigent need of the house of detention for women. No woman arrested for sex offense should be sent to jail until she is sentenced. In a well-managed house there need be no contact between vicious, abnormal women and the possibly redeemable women—or that girl you knew. Physical and mental examinations can be made to much better advantage. Even with jail practices much altered, houses of detention would still be desirable. As it is, cities in which houses of detention have been operated under the direction of the Training Camps Commission have a splendid opportunity to inaugurate on their own account modern, humane, intelligent methods of dealing with arrested women.

As an aid to our judges, the woman doctor, psychologist as well as physician, social investigator as well as a woman of heart, is demanded in practically every state in the union. Such women do exist. If there were provision for the appointment of many other such workers as aids to our judges, there would be no lack of able women to do the work. Judges have not time, and there are only a few who are willing, to go into these cases deeply and thoroughly. Without information, ". . . the judge's decision," says Henrietta

Additon of the Training Camps Commission, "neither affords protection for society nor reformative treatment for the girl."

Either as an independent matter or as part of your recreation service, any community of considerable size needs a special Protection Service. Among its functions will be: enforcement of law; procurement of modern aids to law enforcement, such as protective officers, police matrons, regular policewomen, and volunteer patrols; the extension of social hygiene teaching; and preventive endeavors, among other things, to find substitutes for the street corner. Representatives from all the agencies in your town may be invited to meet to discuss your particular dilemmas and to determine how and where to begin work. The ultimate committee to formulate a definite plan should comprise persons who will emphasize both the preventive and recreational sides of this work; correction is by no means all of it.

A suggestive list which may be useful to communities planning to set more watchfires has been prepared by "M. E. M."

#### PUBLIC FACILITIES

Police, including policewomen and police reserves.

District Attorney.

Military police and law enforcement officers of the Commission on Camp Activities.

Officers of the Department of Justice.

Health Department Division of Infectious Diseases.

Hospitals and Clinics.

City License Bureau.

Park Attendants.

Truant Officers.

Teachers of Continuation Classes of the Public Schools.

Government and State Employment Bureaus.

Reformatories.

Institutions for the Feeble-minded.

Tenement House Inspectors.

Probation Officers.

Parole Officers.

#### PRIVATE FACILITIES

Big Sisters, including Catholic, Jewish, and Protestant organizations.

Girls' Protective League, including protective officers and district workers.

Committee of Fourteen.

Society for the Prevention of Cruelty to Children.

Travelers' Aid.

Society for the Prevention of Crime.

National Social Hygiene Association.

Bureau of Social Hygiene.

Welfare workers in stores, factories, and industries.

Boarding Home Bureau and Room Registry.

Boarding Homes.

Private Institutions for care of delinquents.

Committee on Amusement and Vacation Resources.

Any plan which is formulated will have little chance of success as a community measure unless it involves engaging all the appropriate forces on the promotion of forward-looking education for boys and girls. Its appeal must be to the heart of the volunteer, to the

tenderness of the neighbors in "our town." The protective work for girls and boys is fully as important as the corrective work. Informed, girls will help each other, just as boys will do. They will form and direct clubs for their own benefit, clubs which the Protective Service should take care not to spoil by too much management.

No better appeal to the heart of the community could perhaps be made than an appeal to provide a liberal number of the sort of centers which one of our great churches is planning to open, where boys and girls may meet. In cities particularly, perhaps, this need is acute. We cannot expect a wholesome moral tone to result from an abnormal separation of men and women. The street corner has been too often the only place where boys and girls felt they had a right.

A case in point is that of the girl who was employed in an industry where practically only women work. She was eighteen when her sister, a little older, got into serious trouble. An investigator, a beautiful woman, was talking to the younger girl about what she did in her leisure time.

"I stayed at home in the evenings mostly until a little while ago," she answered, "but Mamie never would stay at home. Even then I guess she would have been all right if she had done what Ma told me to do. I said, 'Ma, I want to meet some men. I ain't got no way to do it.' And Ma said to me, 'I tell you what we'll do. If you meet a nice-looking man on the street you

just say to him, "Hello. Want to come home and meet my mother?" And if he says, "Hello," but he doesn't want to come home and meet your mother, then you *drop him quick*. But if he does come home, I'll make you have the best time I know how."

Needless to say, there was no sort of decent place in this factory town where that girl could normally meet men. Her wise mother had instinctively devised social safeguards of her own. With one daughter she has been successful. Perhaps she wouldn't have saved the other one anyhow, but the other mothers and fathers in the community can help such mothers and their own sons and daughters by seeing to it that every facility to help young people meet and enjoy each other is provided. Much of the horrible after-work could be avoided if the simple and agreeable means of preventing it were attended to first.

Throughout the war thousands of volunteers did protective work as "patrols." Their chief duty was to act as eyes for protective officers or policewomen. They reported bad conditions to the Training Camps Commission or to local authorities. They themselves were simply field observers, without power. Unwise ones unnecessarily disturbed young lovers. Wise ones were invaluable, knowing how to discriminate. Now, no less than during the war, perhaps particularly now that the army morale has lowered, volunteer patrols, well instructed and discreet, may be useful where a Protective Service is developed. Certainly supervisors and chaper-

ons should be listed. Commercial dance halls are employing in many places women to manage, supervise, and add a touch of community spirit to their "places."

Such a Protective Service may take over the entire investigation of commercial amusements suggested in the recreation chapter, and, having assured itself of the graver needs of the community, then launch a campaign for education, protective officers, legislation, or whatever will be of greatest value.

If some abuses or practices inconsistent with public safety developed during the war, as, for instance, permitting young girls to sell thrift stamps or to solicit subscriptions on the streets, these are easy to correct. We have now many more helps than previously from an increased number of Travelers' Aids, important if minor protection, to great major benefits which indicate an improved public attitude. Perseverance now will bring about community participation in still further campaigns.

## CHAPTER IX

### CATCH HEALTH

**FULL** of solicitude about the health of our soldiers we begin the era of peace. The Army and Navy have had a wonderful "health rate"—two and eight-tenths per cent. of deaths per thousand as against forty per cent. per thousand in the Civil War, and twenty-five per thousand in the Cuban War. The reason is that there have not only been skilled surgeons and doctors at work after the tragedy occurred, but an enormous force of scientific, sanitary, and medical life-saving crews, constantly at work in anticipation, the experience of European nations warning us tragically of what would certainly happen.

Those boys come back to neighborhoods where the health is generally poorer than when they left. The established system of caring for the health of the public has been in imminent danger of breaking down completely. Increased illness, malnutrition, occurred while our doctors and nurses were gone. The decrease in the amount and quality of food which people with ordinary incomes were able to buy lowered the resistance of the population. The influenza epidemic swept the country in a way which proved an abnormal public suscepti-

bility. Our health rate has fallen. Preventive Civil Life Saving Crews would undoubtedly help not only to save a bad situation now but to produce a higher average of health in the future. "Taking great care not to inject an hysterical and panicky note into the situation," advises the Council of National Defense, ". . . in each community where it has not already done so . . . a permanent working group representative of all the agencies, public and private, which directly or indirectly affect public health should be brought together. Through this means, secure a definite working understanding which will permit many clinics and other facilities to be maintained in common, and which will make it easier to mobilize all the volunteer workers."

From the time of the great campaign against tuberculosis, continuously waged until now, it has been particularly obvious that attacks on disease are effective only when the people themselves take a greater share of responsibility than they have been accustomed to. Responsibility has come to be shifted to the health departments of towns and states whose appropriations are based on wholly inadequate sums—from seven cents to about thirty-nine cents per capita each year. Compare this with the many times greater expenditure for education!

Health departments exist to survey and direct effort, but the genuine success of any campaign today must depend on the readiness of the great mass of the people themselves to work. Formed into life-saving crews the

neighbors can help us all "catch health." Primarily that means preventing disease.

Our centralized health departments need thousands of neighborhood representatives who will reach into every home. They need a paid public health nurse in every neighborhood. They need trained attendants who can save the skill of highly-paid private nurses by relieving them from whole-time duty, and use their skill only when it is demanded. They need scores of volunteers who will be neighborhood investigators, helpers, health educators, arms for the great hospitals in cities. The time has plainly come when each community must construct a fine network of neighborhood organization to make preventive health work effective. Every plan must be territorialized, so to speak, and forces rallied within districts to give combat to bad conditions.

A great and appealing health and welfare campaign, the Children's Year, was in full tilt when the armistice arrived. The Children's Year was an endeavor to save before April, 1919, one hundred thousand of the children whom we were warned would die as usual unless extraordinary effort was made to save them. A splendid spirit of community participation was aroused by this plan. Town after town rose to it. In Minnesota every county in the state not only had its child welfare commission but employed a public health nurse and began an intelligent endeavor to reconstruct rural health conditions, which have always been particularly bad. City after city raised a host of volunteers to comb its

districts and get the babies out to weigh, measure, examine, and help. The aim of the Children's Bureau was to take stock of the work each locality had to do, to procure records which might be used for comparison from year to year, and to find out which children were so particularly out of condition that a fight must be made to save them.

The entire work of the Children's Year was immensely creditable, a wise and concerted effort founded on the right community basis, stimulating to community pride, which offered a plan of campaign so framed that a host of volunteers and coöperative organizations were set to work on specific, seasonal activities. Attention was directed to things that the community ought to consider, not only feeding and treatment, but education, the income of families, the effect of child labor.

For city or country no program has been more entirely promising or far-reaching than that carried on in the interest of children both little and big, before referred to, the Children's Year. No better formulated health campaign was ever started in this country and it was carried through in a manner resulting not only in saving of life but in inducing the human mind to relate health programs to wages, to industry, and to community responsibility. Reference to the "community questions" in the program itself, obtainable from the Children's Bureau, will show how this relation was established.

The story of what was done, state by state, is stu-

pendous. "Eight million record cards were distributed before the end of December, 1918," said Jessica Peixotto, who managed the campaign. . . . "Many communities have weighed ninety-five per cent. of their children, although some of the states held that only specialists should do the weighing and measuring . . . but the thing I want to lay stress on is community participation. One hundred and ten thousand women have taken a share in this work. They have given for the most part their time as housewives and the money out of their own pockets. They have distributed over a million pieces of standardized Government literature and have responded magnificently to the Government's appeal to interest their communities in children's welfare."

Still later came another great health effort, in connection with the terrible epidemic of influenza. Again community participation demonstrated its power. In city after city organized effort in nursing, in treating, in feeding the victims checked the disease. In every little town there was some degree of war organization which could be utilized, including organizations for effective publicity.

In New York City the work was immediately distributed. The Health Department, the Community Councils, the Settlement Association operating together opened headquarters in every district and manned them by volunteers. The cases of influenza in every neighborhood were reported, and either food, domestic help, an

attendant, a nurse, or a doctor if possible, were sent as the case demanded, to the family in trouble.

So far as influenza was concerned the work done in practically all places was of the heroic type done in any plague. Luckily such extreme measures are not necessary all the time. It is not usually necessary for coffins to go in motor truck loads to the cemetery, for graves to be dug with steam shovels, for undertakers to forego fabulous profits because even the supply of pine boxes is limited. It is not often wise nor advisable to call out women who work all day to nurse several hours of the night. Stories of heroism and volunteer nursing almost equaled the stories of heroism in the trenches.

But if our common state luckily does not require such terrific emergency measures, it still does demand consistent service day by day. It demands a serious realization on the part of every community of its real responsibility for a larger part in endeavors to secure public health. It also demands quick follow-up work to prevent a great increase in deaths from tuberculosis.

On the eve of the armistice Washington was at work on a plan for a federal health campaign which should touch every hamlet in the land. One program had already been issued in the bulletin of the Public Health Service on September 27, 1918. The full plan has not been announced at the time of writing but perhaps it is sufficient to say that the Government urges each community to redouble efforts to catch health.

How shall we set **about** it?

Some definite objectives set forth in these several chapters suggest a sketchy outline, amenable to much alteration, of measures of attack by a community contemplating a reconstruction health campaign. None of us want our men to come back to conditions which will be worse than those which they left in the army, nor to handicap our children, who will bear the main burden of this war.

If you have assembled a health group as suggested by the Council of National Defense naturally its larger aims may be defined thus: to reduce disease and industrial fatigue, improve sanitation, find safeguards against unnecessary hazards; and to help the community to comprehend the preventive and curative values of fresh air. Consider the following plan, for which another may be substituted.

Ask all doctors and nurses to help formulate and promote a health program. Propose that medical and nursing representatives to act on a permanent service be selected. Form the Service.

Ask the committee or service if they will prepare full memoranda on the health requirements in each neighborhood in the town. Map these neighborhoods and assign them. In a city over 10,000 after the information is assembled, perhaps a local writer may be found to compile a local health manual for the general public, listing agencies, summarizing existing laws, stating what is needed in physical equipment and skill, and suggesting legislation. A good model for this

booklet is the "Health Manual" (10 cents) published by the Council of Women's Organizations for War Service, 4 East 39th Street, New York City. Notice particularly the section headed, "You Should Know," giving practical information about how to report infectious diseases, how to secure a visiting nurse, how to call an ambulance, etc.

Ask if they will address neighborhood meetings on subjects appropriate to the general program. Choose those of immediate interest so far as possible.

Develop a volunteer body of non-medical members who will lend their services to those in charge of community health. They may be asked to give time to health education, to secure necessary data, to fill out the essential knowledge of health conditions in the community, to assist in out-patient work of hospitals, or to organize one special type of activity.

Ask all bodies to give definite aid in recruiting more public health nurses, urged by the Surgeons General. One thousand more could be used in the United States today. Post-graduate training is necessary. Discover where well-established courses are given. Many institutions are starting them, the University of California, for instance. The National Organization for Public Health Nursing, 156 Fifth Avenue, New York City, and the Red Cross will furnish further data.

It is wise to select one district in which to start intensive work. Hold a health meeting. If it is successful repeat it in other neighborhoods. If it is unsuccessful,

change methods, speakers, subjects, and hold another in another section. When interest is sufficiently aroused a Victory Congress on health may be arranged.

At this point a general health campaign will naturally subdivide into work for specific types of activity which will carry on for years.

Few of the tens of thousands of casual volunteers for the Children's Year realized that they were beginning a job of perennial character. The records they obtained in 1918 will furnish a guide to the better care of children. The Children's Bureau, Chicago Division, is tabulating the cards to secure a standard series of weights and measures for different ages.

To select a few from the multitude of significant pieces of work accomplished by the women who worked under the Children's Year banner, who ever heard before of a "Baby Special"? In order to weigh and measure the babies, to examine them and advise their mothers about feeding and care, a motor truck was properly fitted up. In charge of a woman doctor and nurse, this "Baby Special" ran out along the country roads in Connecticut, stopping wherever it was convenient to hold an informal Children's Conference. The Red Cross has done likewise elsewhere, carrying on an admirable extension in preventive health work.

To get the weighing and measuring done in the city of New Orleans the women raised a fund of \$40,000 and developed an intensive Children's Year organization the city over which rivaled Mayor Behrman's political

machine in efficiency. In many districts they secured a hundred per cent. results in the weighing and measuring. New Orleans, never before particularly sensitive to the condition of its children, now has discovered what it has to do.

In Maryland, the Children's Year committee in one town mobilized the older children to persuade the foreign mothers to bring in their babies to be weighed. When the Italian residents arrived they refused to lay the babies on the table for measurement. "Baby will die!" they protested. Out of deference to this prejudice, their infants were measured in an upright position, but the confession of such superstition always led to particular investigation of feeding and care. The tact and authority of a respected doctor helped foreign mothers to much better understanding of the task of keeping children well.

Through the county and state fairs, coöperating health departments, hosts of interested laywomen and a generous volunteer force of medical men, the Children's Year work has opened the eyes of the country to see how much may be done with a comparatively small expenditure of money but a good plan of campaign.

Appreciating that every year is children's year, it is still somewhat difficult to realize fully the effect of the especial war strain on our youngsters. The income of most families has provided poorer, often quite inadequate, food for growing children. With fifteen and seventeen cent milk many babies have had to do without

their normal food. It cannot be pointed out too often that the next generation, now coming to maturity, will have a harder time than our own; it will have to suffer for our sins, pay the debt for our terrible war, and at the same time save its own soul so that it will be faced with no subsequent war, more horrible than this.

Your Health Service will perhaps have a special Children's Life Saving Crew. Knowledge, experience, and leadership are required on this sub-committee on child welfare. Specialists in medical care and nursing, and a dietitian trained in teaching household administration are most desirable members. Representatives from state, country or city agencies will include authorities, if available on child hygiene, pediatrics, obstetrics, the problems of midwifery, public health nursing. It is well to have a representative of the charities, labor, and industrial authorities who may promote medical inspection, home visiting, and insist on compulsory attendance. Playground specialists are to be desired. In a small community only the most obviously important of these skilled people will be available. In the country the farm and home advisers of agricultural agencies will help. In a large community there are still others who would be useful.

Five objectives were laid down as basic needs for investigation during the Children's Year. The public protection of infants, mothers, and young children; home care and income; child labor and education; rec-

reation, and children in need of special care. As will be conjectured, the community questions raised by the Children's Bureau are essential not only to child welfare but to industry, and the education and welfare of the grown-up community.

Following are some specific suggestions which have been used by certain community councils.

Acquaint yourself with the facts about death and illness among children of three classes in your neighborhood: infants, children between two and six, children of school age.

Are they fully nourished?

What facilities are offered for physical examination of children between infancy and school age? Have you a "children's conference" or "clinic?"

How much home or public health visiting is provided?

Have you medical inspection and school nursing?

Has your town taken special measures to insure an abundant supply of pure milk?

Is any instruction about feeding and care of babies offered to mothers?

Are the older children going to work before they are sixteen? Family incomes should be sufficient to make this unnecessary.

Do you demand a physical examination to see that a child is healthy and sound before he gets his working papers?

An immediate beginning program which can be enlarged later in regard to work for your children comprises the following measures:

(a) Find out where every baby in your community is. If you have no birth registration, try to secure it.

(b) All the babies in your communities should have been weighed and measured by April, 1919. If they were not, secure a sample card from the Children's Bureau, enlist the help of physicians and of volunteers, and get a hundred per cent. record in your community. The object of this is partly a definite survey of all your children. If you have already surveyed, a year from the date on which they were weighed and examined before, have similar records printed, weigh and examine them again, and compare cards to see if the children have progressed properly. You may actually be able to get help for some children which will save their lives. The records are, besides, extremely valuable in a general survey of community health. The Home Service, Child Welfare Association, and women's societies should help to keep up this work.

(c) No baby should ever be homeless in your community. In big cities there is often inadequate provision, and in small cities quite frequently none at all. Consult local authorities to find out what is done with the baby whose parents both die. If there is an institution which houses them all, what is its death rate? Find out whether a problem exists and, if so, meet it.

(d) Facilities for systematic health supervision are now almost entirely lacking for children between two and six. Urge the necessity of medical inspection or

nurses' inspection, of children of pre-school age. More public health nurses must be retained to do this work.

(e) Nursing care for sick children in their homes should be provided. Many women in industry who have children cannot take care of them. The Red Cross is rightly urging short courses for women in home nursing and dietetics, particularly useful with children and essential in times of epidemic. American women will have to return to their old job of home nursing, especially because for some years, until more nurses can be educated, the supply of trained nurses will have to be conserved. But set the standard high for the care of children. Emphasize the fact that if care is not possible by good home nurses help must without fail be obtained from outside. At the same time begin a campaign to make the home nurse popular. A surprisingly small proportion of grown-ups know how even to take the temperature. Convert your school authorities to training every child to read a thermometer, and to simple measures like making a bed with a patient in it.

(f) Children of school age should receive inspection and subsequent attention from dentist, oculist, doctor and school nurse. Secure volunteers for follow-up work to see that the child reaches dentist, oculist, doctor.

(g) Food means health. An enormous number of children have insufficient breakfasts and lunches. Study ways of school feeding. If you start school lunches be sure they are adequate.

(h) Outdoor play means health. Have you playgrounds? Are they well supervised?

(i) Discuss and gauge your local need for one or more infant hygiene stations, maternity clinics, nutritional clinics.

(j) Urge appointment of trained women to bureaus or departments dealing with children. Secure volunteers who will develop plans, raise money, organize your Life Savers, pledging definite time of service. As in all ordinary health campaigns, volunteers who can nurse or who are untrained attendants, who can do home visiting, supervise stations, supply food in necessary cases, audit accounts, or keep books or records, post bills or help deliver necessary supplies, fit into any local Life Saving Crew.

Interest the older children themselves in keeping a record of their growth. "Scales and tape in every class room," writes Lillian Brandt in the *Survey*, "a weight record on the wall, filled in month after month by the stubby pencils and smudgy fingers of the children themselves; a pretty weight-and-height card for each child, and a health record continued through school life and for the first few years at work; stories and rhymes written by the best writers and illustrated by the best artists; . . . these are some of the devices for making it a game."

*Clean up the school.* Every child is entitled to all the hot water and soap needed. See that there are sufficient wash rooms, paper, towels, and baths, so that the

children can be taught to keep themselves clean. If not, and if you find dirty schools, stir up your local authorities to make changes in order to secure health.

A health primer has been prepared to be sold through the ten cent stores with a "health rhyme" for every letter of the alphabet and pictures of merry children having such a good time that all who see them must want to follow their hygienic example. Distribute this.

Heretofore most communities have given consideration chiefly to the children who cannot be given proper care in their own homes without special assistance, or who have been deprived of their natural guardians: i.e. abnormal children or children in abnormal conditions. Crippled children, dependent and neglected, physically and mentally handicapped or delinquent children must be secured good home care, treatment, and education. We are told that the problem of the crippled population is first of all a problem of child welfare. We know that the existing provisions for all the special classes of unfortunate children, in spite of the earnest and often intelligent work that is done in their interest, is quite inadequate to our situation. But never before has the majority of communities had it so brought home that the normal child in the normal home is so much in need of attention.

Child welfare committees have been first directed to deal with the growth and the play of ordinary and not extraordinary children. The rich are neglected as

well as the poor and a necessity of the community taking an impartial view and impartial means to the end that the community's children shall be loved wisely and cared for well has never been so well brought out nor so welcome.

## CHAPTER X

### FIGHT DISEASE

THE Government has pointed out that the volunteer services which the writer has called Civil Life Saving Crews may deter some of the many people who are marked out by statistical forecast to die every year from presuming to die without good cause. In the reduction of disease, certain maladies must be fought hardest. In our town, for instance, we have found the greatest enemies to health (measured by percentages of death) are pneumonia, tuberculosis, infantile paralysis, diphtheria, and croup. Tuberculosis will increase everywhere if influenza continues to ravage us yearly unless a campaign of after-care for influenza cases is instituted.

But why permit your community enemies to keep the offensive they have successfully maintained?

Why not make a concerted drive to master them?

The Public Health Service recommends that communities open stations for voluntary inoculation against infantile paralysis and typhoid, where free inoculations shall be given with vaccines furnished either by the Government, state, or local agencies. This needs just plain doing by any community health service; making arrangements, finding a space for the station, the money

for apparatus, and, if volunteers are not forthcoming to give attendance, paying a person or persons put in charge.

From such stations the after-care in influenza cases, which is mainly feeding the patients with milk and eggs, could also be carried out.

Community watchwords must be *Foresee, Watch, Fight*. Knowledge of facts is defense. To educate one's self and one's community to know how to fight, to distribute free literature, to pledge every person in the community to follow health department requests to the letter, are direct simple measures.

Rural communities will naturally look particularly to state and federal health services for instruction and advice. A farming village, having no health department, usually has at least a doctor and, if modern, a public health nurse, who knows the standards of sanitation which should be recommended on farms. Such a farming community often has more difficult problems to deal with than city slums, because the people with a knowledge of how to combat their troubles are overworked, and people live so far apart that common effort is out of the question. Mobilizing whatever skill and force is at hand, persons in a country district may organize a health propaganda. Begin by spreading the facts which must be forerunners of any campaign.

The chief all-the-time menace of the entire population, civil and military, is venereal disease. The infections are more common than tuberculosis. In prev-

lence it is only beaten by measles. But, far from being quickly recoverable like measles, these diseases have terrible after-effects—paralysis, insanity, blindness, among others. Moreover, no human being is free from danger; articles and surfaces frequently infect innocent people. If our ethical development had kept step with mechanical and inventive development, the world war could not have occurred at all. Our impulses have been unbridled. Harnessing sex indulgence by scientific facts in a manner which will result in freedom from disease is a slow, up-hill job.

We must make our nation clean. President Wilson has said, “It is not the army we must shape and train for war; it is the nation.” It is the nation which must now make and keep itself fit. It is a distinct duty to the returning soldier. Five times as many soldiers received venereal infection before going to camp as were infected afterwards.

The first step in the campaign is considerably but deliberately *to break down the conspiracy of silence*. This first task has already been begun. Teaching sex facts is now very badly done in most places, but methods are worked out by which it can be very well done.

The anti-venereal campaign, having gained headway during the war, must not relax, says the federal Health Service. Outlining a program of attack for communities, it touches especially on the necessity of reporting of disease by name and number. Thirty-nine states now

have laws which require that all cases shall be reported. If your state has such a statute, enforce it. If not, pass one, and include a penalty for failure to report cases. Take a strong stand on the point of culpability of physicians failing to report.

Twenty-nine states require isolation of persons not complying with sanitary requirements. Only a very well-to-do person could meet the usual demands of such a law. It is common knowledge that, in some states, the law is not being enforced except in relation to prostitutes. With an infection commoner than tuberculosis and just as virulent, this is not protection for the public. Moreover, it is unfair class legislation unless applicable to everybody. It is a most important law. We should no more permit persons suffering from primary *lues* to go about untrammeled than we would permit smallpox cases to mix freely with the public at large.

Squarely face the facts that the Government offers. No community is an exception. Raise and wisely expend sufficient money to fight the disease in an efficient way. The Government has appropriated four million dollars to aid the states in their campaign. This money is an incentive, but it is merely a drop in the bucket in the effort to secure a clean race.

Examine your state laws to see what protection relatives of persons infected can claim. Ordinarily wives are not told when their husbands contract such diseases; it is now generally a legal offense as well as a

breach of medical etiquette for a physician to tell the family that any member of it is infected, unless the patient requests it. Innocent children and wives frequently pay the horrible penalty. Servants, whose employers are never notified, frequently pass the disease on to the household through use of the same toilets. The day will come when we shall have laws which require complete reporting of names, dates, and sources of infection under heavy penalty for failure, like Scandinavia.

Help to bring the community to a sense of its responsibility. Every person should know what law there is to evoke and what campaigns to secure adequate laws must be undertaken. Public sentiment should demand that persons infected shall not be allowed to go on producing young. If there were no other argument in favor of birth control, the prevalence of venereal disease would be a clinching reason for pushing a campaign for the dissemination of knowledge to prevent propagation of unfit children, when married persons, one or both of whom are infected, continue to live together.

“The end of actual fighting in the world war does not lessen the necessity for the campaign against venereal diseases,” says the Public Health Service. “Rather, it becomes a greater war emergency than ever. Cessation of hostilities centers attention on the return of the victorious American forces. On entering the service the men became subject to army and navy discipline, which, in the control of venereal diseases within the ranks, is rigid. The tense fighting *morale* of

the forces is bound to relax. The men will be buoyant in spirit and eager to celebrate. When mustered out they will return to positions in civil life which have been responsible for venereal disease. Many of them will contract it as a result. Unless all cases of venereal disease have proper treatment during the period of reconstruction the scourge will reach alarming proportions. The time from now on is most critical of all."

Special clinics must be established and encouraged. Over a hundred have been opened in the country since the outbreak of the war. In one city the Health Department has posted maps showing location of such clinics with the caption, "Find your clinic and go." Free diagnosis, is, perhaps, as far as the ordinary community can immediately get its physicians to go. Even this much is a fundamental service, but the Government plans to provide free arsphenamine (apply to the U. S. Public Health Service), and the community should plan free treatment for those who cannot pay.

Life-saving crews or health forces should work with dispensaries and hospitals, and be ready to further health education by arranging special lectures in industries and clubs. Speakers must be found. Secure and arrange to display the standardized films, pamphlets, and placards of the Public Health Service. The Government is preparing especially good material for school curricula. There is a special need for work among negroes which towns with large negro population may undertake.

Push the Government campaign against quacks. Enlist local druggists in the fight to discourage the sale of patent nostrums.

Don't forget that future freedom from disease interlocks with the question of providing healthy recreation for the community. This comes before enforcing laws concerning prostitution, necessary as that is. There is no member of any community who is not touched by this question, from the child to whom absorbing, happy play must be secured, to the wreck who must be salvaged, and the wife or husband to be protected.

Many places have not even tentatively begun this work, the burning health need of reconstruction and the future. Herein lies wholesomeness of all our family life. We cannot remain in ignorance of the menaces. The horror of the consequences of the "social" or venereal diseases cannot be too strongly emphasized. If the community has no other reconstruction program, institute this. Whether one lives in Pucker Huddle or Newport makes little difference. Here is a fight for mature, discreet, earnest, humanity-loving men and women, who will battle to prevent ignorance and prejudice and horror from prevailing over health and wisdom and God-given power.

True sympathy for high purposes, true crusade courage are demanded of the Life Saving Crew in this great endeavor, but none is more worthy, none more vital to the nation's life.

## CHAPTER XI

### PROTECT THE HEALTH OF YOUR WORKERS

THE boys have gone or are going back to work. Are we to let them go into industry where no thought is taken of the inevitable accompanying hazards? Are the multitudes who are making America the greatest of all nations in domestic and foreign trade to have no systematic protection of health while at work?

Just as every dog has its fleas, and "they have other fleas to bite 'em," so every sort of work has its parasitic danger to health. Often it is easily corrected, but, if overlooked, will tell a sad story in statistics and inexorable rows of gravestones. Your town may possess cotton or glass factories, or potteries. Do you see the hollow-eyed, hectic tuberculars familiar to such plants? Usually these workers go home to their children. The disease strikes through these children, through the family, at the community. And the neighbors have to help out the victims.

Why cannot the community act first? Why cannot physical examination of workers in hazardous industries be insisted upon? How can the community and the state fail to prevent unnecessary tragedies? It is

pleasanter, for one thing, to secure safeguards in industry than to hear people cough their lives away, or to watch the progress of lead poisoning, which yearly ruins thousands.

“Merely strain,” also called industrial fatigue, or in war, shell-shock, takes an enormous toll. Multitudes of women, boys, and girls employed during the war for the first time show dangerous strains on physique or nerves. Consider the reports made by the Consultants on Industrial Hygiene of the Public Health Service.

“In selecting women workers for the heavy industries certain precautions should be observed, and the United States Public Health Service is at present engaged in researches which will lead to the formulation of rules and standards for women workers,” says Dr. W. Gilman Thompson. Also—“Work in chemical manufactures or in dusty trades which is injurious for women is equally so for men. In the admission of women to hazardous trades, such as the manufacture of picric acid, it may be found possible to exact standards of hygiene and protection against poisoning for the women which will prove of equal advantage for the men. In one munitions plant, for example, where I saw over five thousand women employed, the installation of proper dressing rooms, emergency medical rooms, and an excellent system of medical supervision for the women had resulted in greatly benefiting also the health standards for the men.”

He suggests the following as desirable:

The preferable age for the woman worker in the heavy industries should be between twenty-eight and forty-five years.

A thorough physical examination should be made of each applicant by a competent company physician.

Existing pregnancy and the possession of infants should exclude the applicant. Young children may be left in a day nursery which the company should maintain.

A competent matron or nurse trained in industrial hygiene should be put in charge of each group of women workers. One such person should be provided wherever the number of workers in a plant exceeds twenty, but whenever the number passes that limit she might easily care for many more, up to one hundred. To her the employé should promptly report any illness or over-fatigue, and she should interest herself in the home conditions and mode of life of the employé.

Recommending similar hygienic, sanitary comfort and safety arrangements to those suggested by the standards cited in the chapter on women in industry, Dr. Thompson also draws attention to the importance to health of accessible homes, the necessity of investigations and educational work.

The woman who leaves the works on a cold winter morning after a night "shift," who has several miles to go to her home without prompt and comfortable means of transportation, who finds her meal hours disarranged, and day sleep rendered impossible through a noisy environment at her home, or noisy children within it—such a one will soon

break down, not because of hard work in an eight-hour shift, or because the work itself is any more injurious by night than by day, but because of the conditions affecting the remaining sixteen hours of the twenty-four.

One large corporation with whose plant I am familiar not only contemplates the establishment of day nurseries for the young children but has studied a three-mile zone around the works with the view of bringing all its women workers into adequate housing within the zone, which is obtained for them through agents of the corporation. In addition it endeavors, in so far as possible, to assign similar hours of work to its men and women workers who are members of the same family. As the men work for nine hours and the women for eight, there is an overlapping of the men's time, i.e. they begin half an hour earlier and quit work half an hour later than the women. Thus the women arrive and depart at separate times from the men, which is a distinct advantage, and enables a woman to get home before her husband and prepare his meal.

In the case of each applicant for heavy work the employment bureau should make careful examinations as to family and home conditions, and exclude all women where such conditions are found undesirable.

Working women should be given instruction in personal hygiene through the medium of the company physician or social service nurse. Printed leaflets of instruction also have much educational value.

The recommendations of the Public Health Service, the Working Conditions Service of the Department of Labor, as well as the local Boards of Health should be especially considered in relation to local industry. It will be well to develop under the community health

service a sub-service which will confine its attention to industrial health.

Any course of local action will naturally be determined by the factory or farming problems discovered, both for women and men. The character of the problems will probably determine the make-up of the industrial health sub-committee; normally it should have upon it health authorities, representatives of employers and of labor, and independent, impartial, well-informed citizens who stand for community interest.

Going about among the workers and employers one is sure to hear justifiable criticisms of immediate menaces to health which require practical common sense measures to remedy. Bad sanitation is the usual thing. If laws require good minimum sanitary provision for comfort in factories, are they enforced? If no law exists, aroused public sentiment will sometimes produce results even before it is expressed in the new laws, for which the community may be working. An *esprit de corps* may be encouraged among the workers themselves.

The health of each individual depends in no small measure on the health of office or shop mates. Common towels, expectoration, careless use of toilets communicate disease. Workers themselves must uphold standards. Since the influenza epidemic we know what can be done by the change of attitude on the sneeze, once considered harmless!

Is there need for public baths? How many workers live in boarding houses where hot water is insufficient?

Consider these recommendations of the Working Conditions Service of the Department of Labor, to procure:

Facilities for instruction in prevention of disease, and educational service in industrial centers.

Installation and supervision of departments of health and sanitation in industrial centers.

Better sanitation.

Adequate laws governing food, milk, and water supplies; control of housing.

Facilities for the relief of sickness, including hospitals, clinics, and visiting home nurses' service. The ultimate needs in industrial health work, according to leading authorities, are that all hazardous industries and trades should be periodically examined. There should also be a standard definition of industrial poisons. Federal and State authorities should coöperate to prevent industrial disease. The nation should undertake compulsory social insurance.

Promulgate discussion and interpretation of these matters in terms of the well-being of the community.

If a community Labor Board exists, your health service should advise with it before it expends effort on any plan to change conditions. Certain changes favored by either welfare workers or employés may be secured simply by acting on well-considered recommendations. For instance, to reduce fatigue, the recommendations of the Committee on Industrial Fatigue of the Public Health Service include the introducing of recesses, adding variety to work, adjusting speed to

workers, arranging to avoid unnecessary motion (often an economy for the employer as well as saving the worker), providing adjustable seats, ventilating work-rooms, alternating day and night work, adjusting working hours in tasks which do not require a uniform day. Suggestions along these lines to employers may be shown to be to their advantage as well as the workers.

Better laws or better inspection, but surely real co-operation of workers and employers in each town, is necessary to correct purely occupational diseases. In regard to this one phase of health work the effort of thousands of earnest volunteers is required—students, educators, organizers, supervisors of stations, inspectors of special training, persons to raise money, nurses, scientists, doctors.

## CHAPTER XII

### CONTINUE HOME-FINDING

AN exceedingly well-known investment engineer, a man noted for his astuteness of judgment, went in 1916 to examine a manufacturing property which one of the greatest banks in the country was considering as an investment. The plant turned out to be excellent. It was well located with relation to the railroads. Its equipment was up to date. Nothing seemed to be the matter with it as a business proposition. The owners were quite frank. They said their reason for selling it was labor trouble. Workmen and women did not stay when they were taken on. The "labor turn-over" was excessive.

The engineer, satisfied with the plant itself, went out to look at the town. He soon found that the main cause of complaint among the workers was that there were no decent places to live. They complained of excessive rents and lack of accessible suburbs.

Nevertheless, the engineer reported favorably on the project to the bank, which invested in the plant. Their first expenditure was on a bureau which concerned itself solely with finding homes for employés. Publicity

was generously employed and it soon proved that there were plenty of places to live in the portions of the city possible as residential quarters for the workers of this plant. Investigators rapidly prepared a list of all available space and its rentals. Altogether, good will and less than a thousand dollars secured the necessary knowledge of decent places where workers might live in reasonable comfort. Complaints ceased.

What this clever engineer did before the war the United States Government found extremely necessary in more than eighty communities during the war. The Government was responsible for turning out great amounts of munitions and supplies, and it had to help communities to help themselves.

Today home-finding is still important, not merely because we want to keep the momentum of a valuable war movement which tremendously affects human lives, but because soldiers and sailors are settling in new places. To reduce industrial discontent decent homes at reasonable rents to all workers would be a valuable aid. The Bureau of Industrial Housing and Transportation of the Department of Labor asks states and localities to continue the housing activity they have already undertaken in behalf of this bureau.

In towns of from five thousand population up the housing problem is of two sorts;—either there are not enough places, or there is no organization for registering those that exist and acquainting the applicants with the facts. Thinking back over for a year your

community's record—did those people who moved away have decent places to live? Is the community prepared to receive as human beings other workers who come, who will naturally want homes? Few sections of the country are entirely ready. Counties as well as towns often report the lack of housing.

If the need is more than superficial, a vacancy registry is a good thing to start. In the country a survey requires only that your county commissioners or similar authority request Mr. or Mrs. Hi Jones, when taking a ride around some Sunday in the flivver, to stop and talk with the folks who live in the places they do not know about to find out where rooms or cottages can be found. The list that Mr. or Mrs. Hi makes ought to be kept in some central place where strangers can be sent. Then extra hands or boarders arriving in town will not have to bump all the human bumps which usually go with the unpleasant task of finding some place to live.

It would seem wise in a farm town, if any kind of a "get-together" association exists, council, center or whatever, to make such a yearly survey. In little towns church lines are often so strictly drawn that there is no intermingling of groups. The farmhand with the wrong religion may be unhappy living with his employer while he might be quite contented paying his board with another family in the village. Other countries have discovered that one of the best ways to keep farm help is by planning so they will live comfort-

ably. Why should we neglect this phase of farm labor troubles?

In a growing factory town a central information bureau helps to solve the problem by "saturation," according to Dr. James L. Ford, head of the Government work. Workers may be directed at once to kindly environment. Suppose one lives in an industrial city. The community which wants to be sure that "Home, Sweet Home" can be found by the newcomer must, if it follows government precedents, call a conference of W. C. C. S., Y. M. C. A., U. S. Employment Service, Chamber of Commerce, Y. M. H. A., Community Labor Board, manufacturers, real estate men, and individuals interested. Never forget the Y. W. C. A., which in many places can offer good advice based on experience.

Have a Homes Registration Board. If room agencies already exist combine if possible so that a complete list will be available to all workers. Secure free office rent if possible; arrange for financing the work through these organizations of employers or the "Victory Chest." Volunteer help will be available for canvassing, investigating, recording, typing, filing, and giving information. Send to the United States Labor Department for copies of the forms used by canvassers, given to landlords and to tenants.

The ordinary procedure is to map the territory in which homes or rooms can most probably be found. For purpose of clear record, use a system of zones and blocks.

If any questions of transportation are involved, call into counsel those best qualified to advise as to local distances and traffic. Estimates of actual time, travel, distance to the various main work places may well be entered on the records of available but distant places.

When the Board's plan is ready, make the town acquainted with the fact that a Homes Registration campaign is about to be undertaken. Interviews with prominent persons upon the great need of accommodations at fair rentals will usually be prominently played up by your paper or papers. Articles against rent profiteering may be found advisable.

Vacant houses will probably be quickly enough found through the real estate members of the board. These should be listed at the central information bureau; but by far the greatest call is often for rooms. In practically every community a certain proportion of persons is usually public-spirited enough to stimulate general prosperity by helping to accommodate the surplus population, provided the persons who apply for space are of good character. If the need is very acute publicity must be constant. A propaganda must be carried on through the churches, newspapers, local business men's organizations, council, etc.

Such agencies will also help to secure the proper type of volunteer canvassers, who must be persons of some judgment. Armed with blanks, duplicated from those sent by the Department of Labor, these canvass-

ers begin to investigate an assigned area and to record all the details of accommodations.

The necessary inspection of rooms must always be made in the daytime. It need not take long, but it requires some discrimination. The inspector must be satisfied that conditions are both sanitary and moral. Accommodations are classified according to the demands and income of the various types of workers, men and women. Some of the questions on the Government card touch on the nationality, race, and creed of the family. A felicitous interviewer can present rather delicate questions of this sort to householders in a manner that will reflect only upon the desirability of the tenant. Tact and courtesy are essential.

The full information about the character of the house or rooms includes ventilation, light, transportation, cost, moral protection, cleanliness, sanitation, fire protection, immediate readiness, suitability for light house-keeping, nearby places for meals, heat, hot and cold water. These items are so arranged that they may be checked as good, fair, or bad.

One of the chief difficulties often is that landlords refuse to take children. Obviously workers cannot remain contented and happy when separated from their progeny. A propaganda is necessary in a great many places to induce landlords or landladies to take children. France has carried on such a movement throughout the war, pronouncing it unpatriotic to refuse to take children.

"During the war these registries, though organized and supervised by the Federal Government," says Dr. Ford, "have been strictly community undertakings. For housing of local labor is a community matter. So also the improvement of local housing conditions which is the inevitable outgrowth of the establishment of a registry. In fact, the local registries, by putting on a deferred list all insanitary properties, have been enabled to induce large numbers of householders to put their properties in good repair. . . . Self-examination by the community has often led to many other incidental advantages."

The housing of women workers received especial attention in several states during the war. Illinois found much work to do at Alton. In Wisconsin hasty measures were taken to prevent repetition of bad conditions elsewhere, and to secure women against the situation which men in many places had to face, using beds in rotation as the shifts changed. A Connecticut munitions plant erected one of the largest dormitories in the world for women, containing a thousand rooms. The greatest of all the facilities instituted everywhere from the point of view of the number served, were the central information bureaus.

If the Homes Registration Board succeeds in being democratic it will serve Jew and Gentile, mechanic and factory girl, clerk and professional woman with like impartiality. A considerable outlay is needed to support it, but it is worth what it costs if the service is

given. If the service is good it will advertise itself, and your business men, that is, your employers, should willingly help support it. A small charge for service will be borne by the workers themselves.

Success naturally will depend essentially upon co-operation and a great deal upon the local supervisor. The Government has only pointed a way that offers the necessary data and directions. Any intelligent group should be able to establish a business-like office which will give the community the satisfaction of providing good abiding places, particularly for those who carry the least interesting part of the world's burdens.

If a man doesn't work well, an employer very seldom stops to think that that man may never sleep well because of the dwelling in which he lives. Employers have begun to do this for their own good, for it is not only a matter for the public conscience but also for the private factory owner, farmer, the mistress who employs a servant, the business man or the civic. We do not help the poor—but ourselves!

## CHAPTER XIII

### PREVENT EVICTIONS AND RENT PROFIT-EERING

RENT profiteering committees did yeoman service in checking the exploitation of workers before-the-peace. Evictions and rent profiteering during the war were merely repetitions on an annoyingly large scale of conditions well known and hateful. When they occur again and again the Government has advised communities seriously embarrassed by more people than they can conveniently house to continue to use this extraordinary and ingenious device, now called the Landlord and Tenant Adjustment Committee, or Tribunal.

This Tribunal was created to settle what are commonly called "clothesline scraps" about rent out of court, and they succeeded in making profiteering in shelter decidedly unhealthy. The Army and Navy departments had received a host of serious complaints. Plants with war contracts could not retain their important skilled workmen because of arbitrary raises in rents. Few states, it proved, had any law to be evoked. What to do?

The action of New London, Connecticut, is typical. With the influx of war workers rents jumped up un-

reasonably. Evictions were common. Numbers of working people left the city in disgust. The situation was desperate. War industries demanded more men than at best could be obtained.

Labor appealed to the Government. With the approval of the United States Housing Corporation, a conciliation committee was appointed consisting of twenty-four men of irreproachable standing. The Governor named three representatives, chief of whom was the District Attorney. Two-thirds of the personnel were business or professional men, among them several lawyers, and one-third were working men.

This committee of twenty-four worked in four shifts of six each which served in rotation for a week at a time. Each shift had a chairman and a secretary.

An average of about two hundred cases a week came before them. If any case was left over at the end of the week, two members of the committee of that week sat with the following shift until the case was disposed of. The rule was that no committee should act without every member in attendance, so that neither the working man nor the landlord should be unduly favored.

Upon the basis of the assessed value of the property (plus a small additional percentage) they determined what rent was just, allowing ten per cent. on this amount. Some allowance was also made for special repairs or unusual conditions.

New London has about thirty-five thousand to forty thousand people. Eleven geographical sections of the

community had representatives on the committee so there was never lacking some person who knew the local values and conditions. The committees had no power to enforce their decisions through the courts, but it was found that the majority of local landlords responded to reason and did not need to be forced to fairness by a threat of imprisonment.

The carefully chosen committee considered each case in detail. If the landlord was justified in his increase of rent he had the advantage of being vindicated. For instance, if he had raised his rent only ten per cent. in the last three years he was usually accounted justified.

“There are very few who will not respond to the right kind of an appeal from such a committee as this,” says a Government commentator, “but those who fail to do so may be reached by newspaper publicity, which will publish without comment the full facts of the case. Even if one per cent., or five per cent., or ten per cent. of cases do not yield to this last resort, the work of the committee will be of the greatest importance.”

The manner in which publicity was given is seen by the following sample reports:

Mrs. C—— vs. H——; 10 Pearl Street, 6 rooms and bath. Rent \$17.00 raised to \$30.00. Reason for raise: to force tenant to move, as landlord wants flat for his own occupancy. Mrs. C—— has lived in the house 13 years. Paid \$18.00 when she moved in, and old landlord reduced rent to \$17.00; no raise in rent until H—— bought the place. The house H—— occupies was sold and he was

asked to vacate. After testimony was taken, the committee ordered the tenant to pay \$22.00 a month and make every effort to get another tenement, but on no account was she to be dispossessed.

**Mrs. H—— vs. G——**; 30 Darrow Street, cottage of 7 rooms in good repair. Rent \$14.00 raised to \$20.00. Ordered to move. Tenant has occupied the house 7 years and always paid rent promptly. She is a widow, but her son is in the Navy and is second-class machinist's mate; sole support at present time. Younger son has broken collar-bone, confined to the house. She also has a daughter 10 years of age. Owner wants the house for own use. He stated he paid \$2,500 for the property. After the testimony, the committee ordered the tenant to pay \$14.00 per month for two months, after which the landlord is to appear before the committee and ask for readjustment of rent.

**L—— vs. H——**; L—— was ordered to move, as the landlord claims that he and his children are a nuisance. L—— gets drunk occasionally, and by his action causes H——'s father, who is blind, severe annoyance. L—— works on Government work. After testimony, L—— was ordered to change his ways, and make every effort to find a tenement; and if he continued to drink, the support of the committee would be taken away from him.

**Mr. G—— vs. S——**; 31 Shaw Street, 4 rooms on the first floor of 4-tenement house. Rent \$10.00, raised to \$14.00. Notice to quit. Tenant has grocery store on Shaw Street, and has engaged five rooms over the store, \$15.00 a month, which he is to occupy when vacated. After the testimony, tenant was to remain until he got his rooms over the store, and the landlord's raise of rent was upheld.

**S—— vs. P——**; 45 Fourth Street, 5 rooms, 2-family

house. Mrs. S—— complained to the Board of Health about the condition of the outside toilet, which had overflowed; the shed was falling to pieces. Consequence was that P—— had to build three toilets, for each one of his tenants, which incensed him, and he served notice to quit, process being returnable August 15th. Mrs. S—— has a son on Government work, husband works in a lumber yard. Mr. P—— was ordered to discontinue the dispossess notice; Mrs. S—— was ordered to remain in the house. District Attorney Cronin was advised of this case, as Mr. P—— insists on the carrying out of the dispossess notice.

F—— vs. V——; six-room cottage; tenant moved in September 12, 1917, and up to date owes seven months' rent. The plumbing froze last winter, and has been out of commission ever since. The water has to be carried from the cellar, the cellar is always damp, and has caused considerable sickness in the tenant's family. Ordered to vacate on non-payment of rent. May Real Estate Company represented the owner. After testimony was taken, it was recommended that the tenant pay four months' rent, and the landlord give a receipt in full to date. The necessary plumbing repairs were made at once. The lady to remain in the house. Adjustment was agreed to by the agent.

L—— (landlord) vs. M—— (tenant), four-room house; rent increased from \$12.00 to \$18.00. The tenant had taken in a large number of boarders beyond the capacity of the house. The landlord claimed tenant undesirable, and gave this as a reason for raising the rent. In the testimony it was shown that M—— did not conduct a proper establishment; the landlord was told to keep his rent at \$12.00, and the evicted tenant after 30 days to find another tenement.

C—— A. P—— vs. Mrs. Smith, nine-room house; the rent in August, 1917, was \$40.00; April, 1918, \$60.00.

Tenant was asked to vacate last April, but made no effort to do so. On investigation by Mr. Ellis some time ago, tenant was found to be objectionable to the surrounding neighbors. Committee unanimously voted to dismiss the case, as the investigation substantiated Mrs. Smith.

As a result of the local publicity, landlords in New London soon began to come to the committee to ask whether it was permissible to raise rents. When the neighbors' opinions were so quickly felt, and the matter was aired at an open meeting in their own neighborhoods, they thought very carefully before evicting. No one likes to find himself locally unpopular.

Fifty-eight per cent. of the cases in New London up to October, 1918, had been decided in favor of the landlords, forty-two in favor of the tenants. Two cases were appealed to the courts, which refused to hand down a decision until the close of the war.

Fifteen cities, in the same straits as New London, installed some variety of the New London plan. Youngstown, Ohio; Wilmington, Delaware; Perth Amboy, Newark, and New Brunswick, New Jersey; Pottstown, Pennsylvania; and Norfolk, Virginia, were among them. The records of decisions compare favorably. Such committees have received and passed upon many thousands of cases, and, according to Dr. Ford, have succeeded in settling a vast majority simply by an appeal to the sense of fair play.

One essential difference between operating such a tribunal now and operating it during the war is, of

course, that many landlords refrained from testing the committee's decisions in court whereas now they will perhaps be inclined to do so. Nevertheless, this is a good instrument of community service to use at least until laws proposed since the armistice in several states can be devised to take care of the many cases of injustice. Perhaps no better arrangement could be made than always to have immediate neighborhood hearings on these distinctly neighborhood matters.

Dr. Ford states the reason for action in undebatable terms. "Unsettled grievances are sores upon the body politic. They dominate the mind of the aggrieved person and embitter him not only against the person at whose hands he has suffered, but against the class or group which that person represents." Fair-minded committees can quickly determine who is at fault and secure the necessary concessions by conciliation, and in the process the community learns an important lesson in the ethics of human relations which tends to develop the habit of fair dealing.

## CHAPTER XIV

### BUILD ANEW

THE nation is actually short of houses. For two years there was no building and we had no superabundance to begin with. As soon as the price of materials permits many towns must build again. When that time comes, who better than the chief home-makers of the nation, the women who understand the housekeepers' acute needs, can assume the task of advising how to make America a country of adequate homes?

The housing committee or Homes Registration Board in every town should include women whose obvious task will be to find out whether the town lacks homes, and whether those now standing measure up to proper standards.

We may count as "a lasting contribution that cannot be undone the set of housing standards adopted and recommended for permanent industrial housing development by the Bureau of Industrial Housing after months of vigorous discussion by a representative group of architects, city planners, contractors, engineers, public health officers, housing experts and others." As the most important of the housing standards adopted, John Nolen, landscape architect, of Cambridge (according

to the *Survey*, January 4, 1919) recently enumerated the following:

That rows of group houses are not to be more than two rooms deep.

That cross ventilation as direct as possible is to be provided for all rooms.

That no living quarters are to be in basements.

That a minimum of eight inches is to be provided between the ceiling and the roof.

That five-room houses are to be preferred for higher-paid workers, and four-room houses for lower-paid workers.

That every house is to have one large bedroom and a parlor or living room from ten by twelve to twelve by fourteen feet in size.

When your committee has made an estimate of the condition of your community, consider whether community action of any kind is advisable. Builders may only need to be interested, but if private enterprise is lacking and community feeling is strong enough, consider the independent municipal housing corporations launched before the war by Kenosha, Wisconsin, and Bridgeport, Connecticut. We are indebted to George Gove (in the *American City Magazine*, January, 1919) for the information that these corporations are well advanced on plans for model homes for working men. Bridgeport invested nearly a million dollars, through a non-profit, limited-dividend concern operating wholly in the public interest.

Such a community venture is highly significant. If

the money is paid back on long-term instalments into the fund to build more houses—if, in other words, the fund revolves—it may serve not only to house future population but, says Mr. Gove, “through this practical agency may be developed a workable plan for conserving the increment in property values and applying this increment to the betterment of the development and of the community. One of these corporations is now at work upon such a plan, the consummation of which will mean much to the community and to all communities which have been struggling with housing difficulties in the past.”

The Government has also stated certain standards about town-planning features which your community should also consider.

Among the town-planning features, the regulations of most far-reaching effect arrived at by common consent are:

That side-yard space between adjacent buildings is to be preferably twenty feet with a minimum of sixteen feet.

That the group house should be used wherever lot sizes or land values make it difficult or impossible to provide adequate side-yard space.

That rear-yard depth is to be not less than the height of the building, nor in any one case less than twenty feet, and the minimum distance between the backs of houses at least fifty feet.

That front yards or setbacks are desirable where practicable, and the minimum distance from the front of the house to the front of the opposite house is to be fifty feet.

That private alleys will not be accepted, but that access

to the rear of houses may be made through minor public streets, such streets to be not less than twelve feet wide, and to be properly paved, curbed, drained and lighted.

That the tenement and apartment house is sufficiently elastic to allow of a great variety of experiments, suited to the requirements of different localities.

Another phase of the problem of new homes is presented by the fact that the United States Government has abandoned fifty of the eighty projects either planned or partially completed by the Labor Department. All these projects are in industrial cities.

“Are these communities to permit such projects to be left as they are, to become part of the war’s inevitable junk heap,” asks Mr. Gove, “or will they seize the initiative now, assume the burden which the Government relinquishes, and carry forward to completion their own housing projects?”

If you live in one of the fifty cities where the Government is abandoning its housing projects, your housing committee, with the assistance if possible of the Chamber of Commerce, should push the completion of a plan to have the municipality get the benefit of the exceptional bargain offered. To secure a project at pre-war cost, well started on land bought at condemnation value, should spur almost any city to buy. The Labor Party of Cook County, Illinois, was probably only a little in advance of other labor bodies in inserting a housing plank in its platform. It provides that the city (Chicago) shall build sanitary and comfortable houses

to be leased or sold on terms just covering the cost. As one housing enthusiast, Lawrence Veiller, points out, "homes are of much more consequence to the nation than the tariff, the liquor question or bimetallism." He predicts a day when a national housing program, as well as a national housing policy, will be demanded.

England has developed, as a result of the war, plans to finance the building of three hundred thousand homes which can be paid for on easy terms. Government support withdrawn in the United States, it is obviously necessary for communities themselves to deal with the question.

Our ideal of America is that it shall be slumless. Therefore every modification or improvement made in towns themselves should foresee freedom for future generations. It is not enough merely to set up houses. The town-planning engineer these days is a necessity. This one understands when one considers that the time is doubtless not far distant when, instead of having a great deal of school building up and down several stories high with no ground about it, education will demand a great deal of ground with light replaceable school buildings well spread out. It will not be enough to find central locations for railroad terminals—they will be needed as well for aeroplane stations.

Town planning and housing projects will inevitably follow the signing of peace terms because of the great expansion of industry to accept the opportunities of foreign trade. Beneficent and practical plans if not

immediately needed must be warmly cherished as significant of the promised better life for all our people. All the passion of the home-loving communities of America, in the light of newly-quickenèd love for the country we live in, may be turned to real account if we so circumstance new homes and improve our old ones that future generations shall not be able to reproach us with lack of adequate vision.

## CHAPTER XV

### IMPROVE FARMING

MANY a soldier returns with a distinct hankering to try his hand at growing wheat, beets, pigs, and the like. All the products of the land, from rambunctious mutton and bully beef to the cereals which turn to the staff of life on the table, will be needed the world over for years to come. We shall hear the hunger cry go up from congested regions. We who live in towns already think, many of us, that the farmers have deaf ears. Yet not knowing the limitations of "the other fellows," we have not been ready even intelligently to suggest to farmers how we can help them.

Preparedness on the part of all communities to re-establish the man on the land and to improve the industry is almost a primary condition of readjustment. The Government is ready to do what it can. "Every possible assistance," says Mr. Houston, Secretary of Agriculture, "will be given to returning soldiers and others who may wish to begin life anew in the difficult business of farming.

"In truth, a very special duty will devolve upon agricultural establishments to see that the most effec-

tive aid is rendered to such beginners. Farming is a difficult business, and it will be no kindness to any man without knowledge and experience to encourage him to enter it. We shall give our support to any well-considered plan to promote more orderly land settlement. Of course there is room for more farmers in this country, but only for as many as are necessary to produce a volume of products which the public will take at remunerative prices. Farming must pay, and only as it pays will people enter it or remain in it. This is a truth often lost sight of, especially by urban people, and it is time for them to be enlightened. Poor farming, of course, will not pay, and our responsibility in this direction is to omit nothing to improve processes and to remove burdens imposed by waste, animal disease, and by unsatisfactory marketing conditions."

The community's part in preventing waste and improving marketing conditions is a matter for especial consideration in succeeding chapters. As great as either of these is the problem of human engineering in regard to farm labor. Agricultural labor was scarce before the war. During the war the shortage was superacute. Even without counting on our foreign markets, the tremendous, increasing demand for food requires that both in cities and in towns all available labor shall be mobilized. The Farm Service Division of the United States Employment Service, recognizing the seriousness of this demand, has a number of agricultural agents to enlist and to place all farm workers of experience.

Several effective plans for securing additional labor for the rush season have been worked out and must be repeated every year, at least during the reconstruction period. Four of the most notable are the so-called Waterbury, Conn., plan of securing temporary release from industry or business of men with agricultural experiences; the Boys' Working Reserve, the Woman's Land Army, and the organization of Farm Reserve Clubs. By the Waterbury plan, a unit of men is organized, if possible, from a single factory or business. These utilize their vacations, or take leaves of absence. There is usually an *esprit de corps* in such a unit, the work is good for the men and the business loses nothing by it. Any big city should be able to organize a number of such units. This is work for the Community Labor Board's volunteer staff; or it may be undertaken by a separate group, always keeping in touch with the United States Employment Service.

The Boys' Working Reserve mobilized 200,000 boys in the summer of 1918. They want 500,000 in 1919 and at least as many in succeeding years. If your boy is between sixteen and nineteen years old and has not joined the Reserve, he may not only help the country by growing food but he may gain experience of tremendous value to himself. He may enlist through the school, through the Employment Service itself, or through a local Community Council.

The reasons why this work during summer vacations is valuable is well set forth by John Dewey.

Such mobilization is a "chance to link school with life. . . . To develop constructive and industrial rather than a destructive and militaristic patriotism.

"It demonstrates the American ideal of mobilization for universal service.

"It affords healthful exercise and education.

"An unused labor force is employed.

"Organized work sustains the interest of the school child. Without the drudgery that comes from isolated work he learns easily."

There is no question about the usefulness of the many troops of boys during the rush season. Nearly all the farmers have been glad enough to go to all the trouble of training boys if they could get them. Nevertheless, previous training should be given by your community, to avoid unnecessarily hard experiences. D. H., for instance, went into the Boys' Working Reserve in Chicago. His was exactly the spirit in which a child joins the church during a revival. He was unacquainted with the hoe. He couldn't tell oats from beans. But if this was a food war he wanted to be in the winning battle. The mysteries of agricultural practice had no terrors for him although his only knowledge of animals came from a teasing acquaintance with the family cat, who carefully hid all the secrets of her life from his prying, affectionate eyes.

He was a good smart lad and the trip to Iowa, which he took in order to apprentice himself to a farmer for the summer, did him a world of good, undoubtedly, as an adventure. But it really was a pity to bother the

poor farmer to teach him. D. H. certainly "learned by doing"—that desired method of all advanced educators—learned that he did not want to do so any more. He loved the stock, but, after getting himself well cursed for trusting a kicking mare too far, he was not allowed to go near the animals again all summer. He cultivated beets during June, July, and August. He will never eat beets again. He sturdily stuck it out, put up with insanitary quarters and the farmer's continual grouch because he ardently wanted to do his share of fighting. He returned in the fall to what had formerly seemed a prison, his school, with profound gratitude.

In 1917, when the Reserve was first started, mistakes like that were not infrequent. In 1918 the "Farm-craft Lessons" were prepared and used by schools all over the country as a preliminary training course for all boys who were to be sent out on the land. Any community should require that every boy who goes into the Boys' Working Reserve shall have mastered these lessons. It is also advisable for farming communities to assure fair play for all the members of the Boys' Working Reserve by having a "White List" of farmers who want boy labor. The Y. M. C. A. already has done much work to investigate the living conditions on the farms where boys are wanted. Really insanitary working conditions or poor moral surroundings militate against proper development. No crop is so important as the human crop and every country community owes

it to the town which lends its boys to insure the newcomers against exploitation.

If rural responsibility for this phase of the question is well demonstrated there is no reason why what would be practically a yearly migration of city children might not take place. Often boys who would otherwise get no vacation could earn one in the country. Health and an enriched experience should be the result and at least a part of the necessary labor would be furnished to farmers.

Women have come into agriculture to stay. America has had a foolish notion that farm work was a disgrace. Why should women not make their livings in God's outdoors? Thousands of them have proved themselves competent during the war. They seldom break down as do women in sedentary life. They make more wholesome mothers of the race.

Once the girl who took a course in an Agricultural College was looked at askance. Now the husky farmerette wins admiration. College girls made it the fashion to join the Women's Land Army for seasonal work. They worked out an admirable system of chaperonage and housing. College communities, particularly, should carry on this work. The Women's Land Army, must, in the main, finance itself. Whether the work is undertaken as a calling or merely as a seasonal, vacational occupation, our women clamor for training. What can your community do to secure it for your girls?

During the war great troops of women and girls

proved themselves an invaluable aid in the lighter farm operations. They solved many a local question during fruit-picking time. In Missouri a thousand women volunteered to pick the big strawberry crop. Camps were established in Wisconsin where women and girls picked and canned the great wild raspberries. Volunteer motor units were organized to carry the women from some towns to their work. In Kalamazoo, Michigan, they aided in harvesting the potato crop. In Santa Barbara, California, it was beans that needed attention. In Minnesota they gleaned wheat fields. Women made conspicuous successes in organizing squads of helpful bands to raise rabbits, pigs, and bees. From Alaska to Florida they have demonstrated their avidity for food-raising occupations.

Women as well as men may be persuaded to join a Farm Reserve Club. Its membership usually consists of persons who have some acquaintance with farming who are able to give at least part time to help cultivate or harvest, but who do not necessarily want to do so unless there is an emergency. Scattered organizations of this sort in the summer and fall of 1918 obtained excellent results. Many men who understood farm work were induced to return to it.

The farmer's family which has moved into town will often, if rightly approached, yield several members. The ex-farmer could often lengthen his life by continuing to do a certain amount of his old work. He is all too apt to continue to eat the same amount he did

when he was on the farm, but, instead of working, to sit on the piazza with his feet on the rail. If everybody else does it, he will often be glad to have an excuse to go back to plows and hay rake.

The farmers themselves have endorsed the organization of the Farm Service clubs, the Boys' Reserve, and the employment of women in suitable pursuits to the end that all the available community labor may be employed. They also bestow favor on the suggestion of the Farm Service Division of the Employment Service that the plan of swapping labor on the farms be extended. And they respectfully petitioned and urged upon Congress the importance of quickly enacting legislation providing for a railroad rate of one cent per mile for the transportation of labor engaged in agricultural pursuits when traveling under the direction and control of the United States Employment Service.

Perhaps a Community Labor Board will meet your "permanent, recurring emergency" in regard to recruiting farm help. The county agent of the Department of Agriculture of the Farmers' Association representative, and the Y. M. C. A. county or town secretary, with such other persons as seem appropriate, could serve on it to advantage. Their task, it is safe to assume, will follow the lines already projected.

A good plan suggested is to pledge each farmer to keep books on labor, so that it will be possible at the end of any given year to find out how many days' labor he has paid for and how many days farm hands he has

employed have worked full time or part time. The scheme of swapping "hands" may, if the amount of loss is clear, be made more popular.

If you have no "agricultural establishment," to use the phrase of Secretary Houston, no organic rural community council nor any body which definitely engages the forces of the community upon the main problems which affect it, a general Producers' Committee may prove a great help in keeping the section fully conversant with local, national, and international situations. Such a committee will cement relations with agricultural extension services, federal, state, or both. In communities not yet covered by farm bureaus or similar bodies organization will help. If no county agent is already working in the locality, such a committee may focus its attention on getting one. Certainly, it should also persistently spread the recommendations of the Department of Agriculture in regard to plantings and improvement of livestock, season by season. Another function will be to devise suggestions of ways to meet special difficulties, as with regard to purchase and testing of seeds, organization of coöperative buying clubs and coöperative societies which will gain for the farmer the advantage of collective bargaining for the sale of what he raises.

As leadership is one of the main things lacking, leadership by men of affairs, the personnel of a Producers' Committee is most important. If the town bankers can be interested, or men who know both

farming and business, they may be valuable advisers. That committee needs civic sense—the sort of feeling which would campaign to help every farmer to put running water at least into his kitchen. It needs the sociological sense—the sort which will extend farmers' education by exhibits at county and state fairs, moving pictures and so forth, not merely about the technique of their great industry, but about home economics or business, health, and that most precious bit of human livestock, the baby.

It needs patriotism—the sort that will make each community join with other communities to obtain national control, or regulation, or ownership of all those facilities which bulwark monopolies of food. Not alone because of the effect which the present consolidated ownership of the essential means of handling and shipping food products has on the farmers, but because the nation thereby is actually cheated of sustenance when prices are unfairly forced up, real patriotism demands that the farming community shall help the city community, and vice versa, to solve this matter.

Our meat and other products have decreased alarmingly as our population increased; we raise twenty-nine pounds less meat per capita than we did in 1912. If we do not assure the farmer a fair deal on prices, reduce his isolation, secure to the farmer's wife decent conveniences, recruit his labor, and mobilize intelligent public opinion, we cannot hope for a steady decrease in the cost of living.

## CHAPTER XVI

### COLLECT FOOD AND BREAK THE CORNER IN INFORMATION

“Hm!” both country and city women have been heard frequently to say about the Food Administration. “They printed lots of recipes about how to use cottage cheese and peanut butter, and soya beans that you can’t buy, but why didn’t they manage to collect the apples that rotted under the trees and fix it so turnips wouldn’t be fed to the pigs because they couldn’t be sold at a profit? Seems to me they began at the wrong end!”

As time passed, thinking persons came to realize that the Food Administration had to begin with the universal phase of the problem and that it did begin where it could—with the kitchen. Everybody has a kitchen. The only thing entirely common to all families from end to end of the land is the dinner table. Moreover, what was needed at the beginning of the war was not alone actual saving of food but the creation of a home army which recognized authority and stood ready promptly to obey food orders. We learned elementary thrift. Necessity commands us to carry the lesson

farther. Why don't we begin ourselves on the little jobs which many of us marked out as the ideal place for the Food Administration to begin?

No small number of communities did make tentative beginnings during the war. They organized corps of workers—men, women, and children—to "pick a peck" or give a definite amount of labor to gathering food that otherwise would not have been collected. To sell the extra produce raised in compliance with the Department of Agriculture and Food Administration orders, volunteers promoted many hundreds of public markets, very often curb markets, to which the war gardeners or farmers were encouraged to bring whatever they had to sell. In some places what was left over was bought by certain church guilds or groups which had been pledged to preserve it.

In New Jersey twenty community markets proved an enormous success. Most of them were run by women. Bucyrus, Ohio, made a special feature of an egg market. Illinois women did a wonderful work in many parts of the state by utilizing their motor corps to bring perishables to town. When no market was maintained the food was canned.

The Post Office Department now offers some twelve new rural motor truck routes by which food can be shipped by mail. Much market stuff can be shipped direct to the consumers in cities if your community is on such a route, especially if you follow the Massachusetts plan of having a community catalogue ex-

change of city people who want certain sorts of farm-stuff, eggs, vegetables, potatoes, apples.

Some local group interested in food, perhaps made up of women entirely, may partially assume the functions of a "municipal" Markets Commission, if it is desirable, or act as an auxiliary force. It may organize markets, collect food, negotiate relations between producers and consumers, and work towards the end of making the community feed itself so far as possible. Community kitchens and cellars, where dried, canned, and stored reserves of food from local sources were kept, have been one of the interesting developments of recent years. They will be more and more needed in any community which develops any scientific management of its own business.

One of the remarkable features of our ordinary farming town today is its failure to keep community money within the community area and to use it for improvements in the locality. There has been little effort to make each community a self-maintained, compact trading unit. The development of many smaller community centers into exporters of food to larger cities, reversing the present system whereby numerous natural mixed-crop areas are importing food, is a common-sense principle advocated most ably by A. B. Ross, Executive Secretary, Department Food Supplies, Committee of Public Safety of Pennsylvania. In the Annals of the American Academy of Political and Social Science (publication No. 1159) Mr. Ross published a

plan, the result of ten years' experience with the farmers, which should help to accomplish the before-stated end of organizing and standardizing the food supply of an entire community.

The physical part of this plan is a standardizing plant to which raw food materials are to be delivered and turned into finished products by grading, packing, labelling, and preparing for display and sale in the retail markets. Mr. Ross holds that the reason country grocers buy imported foodstuffs rather than products of surrounding farmers is that the shipped-in market stuff is attractively put up and it arrives at certain times. If the grocers buy from the farmers they never know when their material is coming, and when it arrives is neither graded nor packed. Because the grocers do not buy of them the farmers have dealt far more liberally with mail order concerns than they otherwise would have done. A standardizing plant financed in the main by the local business men and supported by farmers themselves, a plant conveniently located to receive, ship and distribute the products of farm, orchard, and dairy, is, in the opinion of Mr. Ross, the most reasonable link to unite the farming sections of the community with the city sections.

"Experience with farmers has developed beyond peradventure two important facts," he says. "They will not risk cash in financing the operation; and they will carefully turn over a part of their fruit and

produce in exchange for non-assessable stock in a corporation to build a standardizing plant."

If it is possible to choose a location near by the ice or electric light plant, the plant may utilize waste steam and electric power. A competent manager, proper equipment for grading, packing and handling, a canning unit for preserving surplus food and vegetables, storage room including modified cold storage, and a local display room, are the main necessities of such a standardizing outfit. Mr. Ross points out that the average county agent, able and willing as he is, is not usually especially equipped to advise farmers fully with regard to marketing. Yet with a successful marketing system in operation, there would be no difficulty about increasing production which would both lower the cost of living and assure a profit on what is wasting today.

Your Producers' Committee will naturally know whether it is necessary for your town to recapture its home market. If it is necessary, they may find it well to study Mr. Ross's plan for financing a joint stock company, and to get business men to go down into their pockets. The farmers' idea will have to be overcome "that marketing is a farmer's own business," he says, "but by a persistent propaganda you should be able to convince the ordinary farmer that an able business manager who knows his job can handle the selling end to much better account than he can." The business manager will organize his information about

market conditions in such a manner that he will know exactly when to ship and how much. His salary and the expenses of running a standardization plant should be considerably more than equalized in a year or two. Community spirit aroused, the town should thrive.

Coöperation is growing enormously in this country—happily for the country. Wherever communities are closely enough knit to supervise the employment of money loaned to farmers, coöperative credit societies give splendid service. Anyone who has seen the agricultural coöperatives of Denmark and Italy, to speak of only two of the numbers of countries where farmers are administering their own affairs through this simple and democratic form of organization, knows that the United States is overlooking a tremendous help if it too does not pass laws encouraging mutual aid. Whether for obtaining credit, for buying fertilizer, for obtaining machinery, or purchasing seed, for any farming purpose whatever, the coöperative principle, carefully applied, will supply growers with necessities at amazingly lower cost. Your Producers' Committee may be the instrument with which the first coöperative is started, although it will be well to put the responsibility of carrying on the organization upon other shoulders.

J. P. Warbasse, head of the National Coöperative Society of America, says, "Coöperation is today answering the most pressing questions before the world. Must business remain in private hands and be conducted

in the interest of private profit? Or are our people able to carry on their own business in their own interest? Coöperation is accomplishing not only a reduction in costs to the farmers but it is accomplishing the training of people who practice it in social administration."

Intermediaries between the farmer and the householder have grown rich the world over because they possessed exclusive information about the amount of food in market. A help to the farmer who lives near a large town which possesses a wholesale farmers' market is the new market reporting system of the Department of Agriculture. The distinction of this system is that it *breaks the corner in information* about the quantity and price of perishable foodstuffs on hand. It has been successful in a good many instances in helping not only the farmer but the consumer and the retailer. It is often considered of chief aid to the consumer, but never before has the farmer been able to secure full business information on the prices paid for perishable products in time to guide the next day's selling.

In fourteen cities the Bureau of Markets of the Department of Agriculture has posted a market reporter. He goes to the farmers' market in the early morning, makes a fairly accurate survey of the amount of food brought in by the truck growers, and immediately posts the current prices being received, as well as the amount brought in, in a place where all farmers may see it. In the afternoon the farmers receive a

bulletin stating the going price for perishable vegetables, eggs, and chickens that day.

The market reporter also prepares for all the papers before ten o'clock in the morning a story which informs consumers what perishables are abundant. In peck or quarter-peck units this report states what the farmer was paid, what the retailer paid, and finally, what should be a fair price to the housewife. Recipes suggesting uses for abundant vegetables are sometimes given to stimulate the demand for that which must be sold. A fair price list has a real value for the consumer, who, going to the market with this printed information in hand, can check on the retailer and protest if she is asked an excessive price. The Food Administration has had regulatory power over the prices of certain licensed commodities. Even without that, the food dealer is not likely to enjoy any display of lack of confidence such as occurs once the corner in information is broken. For honest retailers the system often works to marked advantage. The market report which advises housewives to buy spinach, for instance, when it is abundant, often makes spinach "move faster," so that the retailer has no loss from deterioration and can afford to sell at a lower price.

If your town possesses a wholesale farmers' market and wants so obviously helpful a service as this market reporting, the way to proceed is to get up a petition signed by as many influential persons as possible. Address it to the Chief of the Bureau of Markets,

Department of Agriculture. If the petition is granted, the town will be called upon to secure from the papers promise of the necessary space for daily publicity practically a double column. Office space and possibly some volunteer aid should also be provided, and when the service commences it will be in order to launch a consistent campaign among consumers, particularly women, to educate them to use these reports.

Ultimately every city in the country of sufficient size should have reporters on all supplies, those shipped in as well as those locally grown, but, to start with, local truck is usually about as much as one man can cover. All persons interested may give aid to securing an adequate appropriation from Congress to extend the service.

## CHAPTER XVII

### YOUR MARKET AND YOUR CUPBOARD

FIGHTING the Kaiser through the kitchen has without question been the most universal of the war jobs. Millions of people valiantly battled with their appetites to save essentials for Europe. Both spiritual and economic gains have been made through America's wonderful experience in conserving food. We are the richer for it. The open sugar bowl is now ours again. Long sweetenin', which returned during the war, has vanished. Food for looted lands we must save, but our national energy now may be turned to reducing the cost of food.

Compelled by that devastating thing, the human appetite, we must discover what is the matter in our land of plenty. Of course our cities are monstrous growths which complicate the food problem in many perplexing ways, but we cannot shirk the fact that even in our smaller cities we are face to face with real or near starvation.

To see a foreign woman come into a city Bureau of Markets, with baby clutched to her breast and a comet tail of youngsters behind, a woman who under-

stands nothing except that her children have not enough food and who believes implicitly that the city can and will do something to lower prices—that is to visualize perfectly why we must ardently take to heart the immediate solution of food problems. When, in the face of general under-feeding, it is yet possible for private corporations controlling terminal facilities to dump food rather than to sell it at a moderate price, who can wonder at food riots?

Nothing short of going to the heart of the matter and declaring that food is a public utility and treating it as such is, in the opinion of many of our best economists, likely to solve our national problem. Regulation or complete taking over by the Government of certain pivotal facilities in the handling of food is a crying demand. The greatest of all investigations of our food affairs, that of the Federal Trade Commission, resulted in the earnest recommendation that all rolling stock used to transport meat animals, all stock-yards and their customary adjuncts, cold storage plants, refrigerator cars, and warehouses, be taken over by the Government for permanent operation. The proposal that the meat-packing industry shall be federalized is under consideration by Congress (1919). The former Secretary of the Interior, Walter M. Fisher, is a strong advocate of the plan.

Besides federal control of these facilities, the Federal Trade Commission also urges that all cities own and operate their own terminal markets. "No people is

free unless it has control of its own bread supply," says Jonathan P. Day, Commissioner of Markets in New York City; and also, "Labor leaders are blind in one eye when they conduct strikes for higher wages and do not effectively strike for lower cost of living. . . . The reduction of the cost of living, so far as it can be done by improved marketing methods, is the problem of getting foodstuffs from the producer to the consumer with the least possible amount of labor in handling and rehandling, assuming always that savings resulting from such improved methods shall accrue to consumers and not private food dealers. Hence the beginning of the argument for municipal construction and management of market terminal facilities, and the administration of them for the benefit of the whole people."

Such a terminal market would have as features of its building platforms to which freight cars could be brought directly from the yard, elevators and conveyances for carrying goods economically to all parts of the building; a large market hall for auctioning foodstuffs; refrigerating facilities in which it would be possible to unload entire carloads of refrigerated supplies and which would furnish refrigeration to various market stalls; wholesale market rooms; retail rooms; a canning and conserving department where perishable foodstuffs could be dehydrated or canned—municipal officers having full power to prevent waste; a department of coöperation with producers which would estab-

lish direct and continuous relations with producers' organizations anywhere in the country and would tend to eliminate much of the elaborate and costly wholesaling and jobbing; a coöperative consumers' division to encourage the formation of local coöperative societies.

So far as any good-sized city is concerned, such a plan is by no means out of the question. If your city wants to open the shortest route, and therefore the cheapest route, from the farm and the ranch and the orchard to the dinner table, William B. Colver, Chairman of the Federal Trade Commission, recommends these and other measures.

He calls the public market a community cellar. "There is no room in the city for the individual cellar. For the storage of food there must be a collective cellar, and the mistake that has been made is that the people . . . have allowed their collective cellars to be controlled by packers and food dealers and speculators who have been too little mindful of the people's interests."

In any city neighborhood, as a first step towards getting these things, form a Consumers' Committee, finding an attractive name for it if possible. Community responsibility in regard to our daily bread is continuously needed. Almost every community has developed a strong corps of good workers under the Food Administration. Call all these together. Counsel with appropriate authorities, the Board of Health, Market

Commission, food merchants both wholesale and retail, milk dealers. Discuss your situation.

Outline a plan which shall begin at the point of most practical popular application. This may have to do with prices or with sanitation, or with garbage reduction, or with public kitchens, or any one of a dozen phases of food work. Whatever the particular problem, make sure that the public understands what the committee decides to try to do. Food Administration work proved magnificently once more how publicity for a good cause secures a state of psychological preparedness. It is the only hope of getting team work. The discipline among our people effected by publicity has been marvelous. When food orders changed dinner tables the nation over changed.

Several of the biggest problems for the city Consumers' Committee to handle should be thoroughly discussed. The first of these is a war against poorly-ventilated and insanitary kitchens, bakeries, and food factories. Unclean soda fountains and places where food for sale is not properly handled, may demand action from the Health Department. The only way many of these places will ever be reported is by organizing food volunteers to make a definite survey in the several parts of the town.

The importance of reorganizing the milk supply of most cities is increasing rather than diminishing. "The increased cost of milk production, the expensive methods

of pasteurizing, icing and distributing milk have increased prices until the use of milk is well-nigh prohibited in the laboring man's home, and has been seriously cut in the home of the moderate-salaried man," states Laura Cauble, Deputy Commissioner of the city of New York, who has made an intensive scientific study of milk supply. "This is distinctly against the interests of the community because the growth of children and the good health of the community depends largely on milk allowance."

Between the hold the milk corporations have had on our cities, the inability of the public to unite on any plan which might solve distribution, and the organization of the farmers in some localities, the price of milk is unlikely to fall. Luckily a solution is offered which may stimulate the production of milk—dehydration. By a new process, which retains both the vitamins and the natural flavor, milk is reduced to a powder without cooking. It may be shipped anywhere with great economy and no waste, and another new process reconstitutes this powder with the addition of water and fresh butter fat into so perfect a milk that it is almost indistinguishable from fresh milk, and yet it may be sold for about two-thirds the cost of fresh milk. The reconstituting machine or "iron cow" may be set up anywhere. The Army and the Navy have used them with striking success. The emulsified or homogenized milk is creamy, tempting, smooth, and will never

separate. An annual supply of milk powder and sweet butter, ordered in the flush season, would insure absolutely wholesome milk to all inhabitants of a city.

Two methods of securing this sort of milk are practicable. Either the town may buy and establish "mechanical cows" at given points, empower the market commissioner to order sufficient milk powder to keep the city supplied, and go into the business of handling and distributing milk; or coöperative societies may be organized to do this for such a proportion of the population as is willing to use the service. There is no question whatever that an excellent service at low cost can be developed.

The public kitchen is often the center round which community food interests revolve. Few towns are without some place these days where canning and conserving have been carried on, food demonstrations held, or perhaps coöperative cooking encouraged. Now is the time to extend, not contract, such facilities. Food demonstrations now will be changed in character, but the work of teaching mothers how to feed their families is very necessary and in large cities one of the most popular food administration features is the coöperative kitchen where working women may cook new dishes and take home what they produce. In other places food has been served at cost. All cooked food facilities answer a real need. Under modern industrial conditions thousands of families who have no servants want food cooked in a central kitchen and supplied in

thermal containers. Commercial ventures of this kind are succeeding.

Above all, educate consumers concerning the causes of high prices. If the markets commissioner so advises, let the housewives report to him on the prices demanded by retailers. This was one of the activities started during the war which goes hand in hand with the regulatory power. It is inevitable that some sort of regulatory power shall come to pass, and, as an educational matter, comparison of prices and qualities of food is extremely valuable to all housewives. An excess charges committee may very well sift the evidence for the market commissioner and interpret to the community the practices and policies found in their locality.

Rural food committee work is likely to be most important on the side of production, considered in an earlier chapter. Conservation is a lesson just learned. This is no time to stop canning and drying but it need not be done at such self-sacrifice as during the war. The incredible persistence and devotion with which hundreds of thousands of our women did their part by canning and drying and dehydrating will never be forgotten. One woman in New Jersey voiced the sentiment of the feminine half of the nation when, at the end of the first war summer, she exclaimed from the depths of a sorely tried but patient spirit, "Our women think of Heaven as a place where there is no perishable food!"

Many rural communities in the great farming states,

for instance, Illinois, installed community canning and drying outfits. If possible, and if one has not already been secured, one of Uncle Sam's home demonstrators will help the farmers' wives, not only with the canning and dehydrating but with all sorts of home economics and rural problems. The States Relation Service of the Department of Agriculture, which works in conjunction with State Agricultural Colleges, immensely expanded its work in war time until there are now 5700 county agents, home demonstrators, boys and girls' clubs leaders and specialists at work in various parts of the country. Iowa now boasts a woman demonstrator in every county. The food committee can have the help of this great educational system by comparatively little effort. A trained person in your midst is worth more, in most communities, than thousands of printed pamphlets.

What a county agent can help to do is exemplified by the story of how North Carolina women were led to solve an extremely puzzling question, one common to the entire country—how to dispose of their surplus home-canned vegetables. Thousands of communities during the war had no outlet, that is, no sale, for the surplus above their own needs that they put up in accordance with the Food Administration orders to can and can, and can some more. Some of them did, indeed, organize little canneries, and sell all that was put up as best they could at the end of the season. But North Carolina made a business of it and succeeded

in selling in 1917, 2,500,000 cans over the grocers' counters. This was about a fourth of the total amount put up in the state of which there was record.

How did they do it? Six years ago the Department of Agriculture put Mrs. McKimmon, a home economics expert, into the North Carolina field. Canning clubs were organized among the girls and women. The first fall these clubs had thirty-five thousand cans to place on sale. Each can was labeled with the name and address of the girl who had put it up, so that if it was not satisfactory the buyer had redress.

They tried to sell to the ordinary grocers. With one accord they made the common complaint: "No. Won't buy it. Home canned stuff isn't sure to keep."

Failing at home, Mrs. McKimmon sent some samples to New York. Her representative called upon a leading grocer. He chose a can at random and opened it. He liked the looks of the big fat red tomatoes poured out into the dish. He opened the second can. Unfortunately the tomatoes were a sickly yellow. He refused to handle the goods. "No uniformity," was his reason.

The home economics director determined that she would educate canning clubs to the necessity for uniformity, and she went about it so vigorously that the next year it was possible to adopt a brand which they used only for standard goods. On this brand those clubs have made a reputation.

To sell the first lot a good scheme was devised in one county. A big farm wagon was draped with bunt-

ing, to make it as gaudy and attractive as possible. Pretty girls from the canning clubs stacked their labeled goods in the wagon and drove it into the county seat. They were attractive girls and created a great sensation when they drove up to what was, figuratively speaking at least, the market place, and began to sell their tomatoes at ten cents a can.

Inferior tomatoes were selling in the shops at twelve cents and a half. The housekeepers eagerly bought the home-canned stuff. The leading grocers decided that, if the goods were salable, they might just as well be doing the selling, and offered a dollar a dozen for the entire stock.

The girls were actually getting \$1.20 a dozen, but they counseled together and accepted the offer. They had won their first battle; they had introduced their goods.

By such methods the sale of all surplus material was promoted throughout North Carolina's seventy-four counties until the state began to have a pride in the material canned by its home women. Merchants responded to the slogan: "Feed your state," by buying increasing amounts. Now many of them realize that they are not only helping to make the state independent but they are also rubbing the old rubric of good will.

This was the essence of North Carolina's achievement; first, that women organized to make a business of canning; second, that, to make it successful, it was

found necessary to standardize; finally, that commercial selling methods count largely in success.

Both for country and city coöperative buying clubs are useful. A canning unit may combine to buy the necessary cans. Or a group "club together" to buy any sort of staple supply. In communities of the right size—large cities are usually unfavorable—a coöperative store may be needed. The marvelous growth of England's "co-ops" and the immense chains of consumers' stores in many other parts of Europe have scored successes which it is entirely reasonable that we should duplicate here. Americans have found it hard to learn, but increasing numbers are learning, that the success of coöperative stores depends upon an almost religious purchasing of foodstuffs from their own coöperative; pledged custom must mean that the store manager can depend on members forecasting their needs with a fair degree of accuracy, and buying all they need from their own enterprise.

With a good manager, a well-located coöperative store, whose members understand that they may at first have to sacrifice something in choice in order to secure reductions in price, can be made to pay very well indeed. Members must expect to pay the going market price for food, and receive the difference saved through the wholesale purchasing in their yearly dividends on stock, which should increase as the years go on.

For most communities, coöperative buying clubs yield quicker results and they offer certain advantages.

There is no need for large capital and all overhead expenses, such as cartage, rent, taxes, and insurance, clerks, advertising, and depreciation, are cut out. While they do not reduce to any extent the number of middle-men, goods can be bought in quantity at least at wholesale prices. Canned goods and staples may be purchased with special economy, because delay in delivery is not serious.

“Clubs are especially successful among groups of employés of manufacturing concerns,” according to the Food Administration (from *Food and the Community*). “Their community of interest and taste, their common pay day, and their chance for a common meeting place makes group-buying logical. Frequently they have access to storage facilities and the unloading platforms of their firms, and sometimes they have received an advance of funds. Clubs have often failed or approached failure in city neighborhoods because of a lack of common interest.

“In organizing and running a buying club strict business methods must be followed. . . . In buying cereals and sugar and canned goods there may be a large saving even by as small a group as ten. According to Sullivan, twenty heads of families clubbing together can buy a side of beef, a dressed pig, or a whole mutton and save as much as thirty-eight per cent.”

Your food committee, while not necessarily taking any responsibility, may stimulate the formation of such clubs and help to find the persons in the group

who will be willing to do the necessary service of weighing or cutting, etc. In numerous ways, the market and the cupboard will be distinctly benefited if the town possesses a food committee which informs itself and drafts the enlightened members of the community as leaders, to educate those who have been less fortunate in opportunities.

## CHAPTER XVIII

### JOIN THE GARDEN ARMY

OUR city-bound citizens who turned soldiers of the soil aided greatly in producing "garden sass" during the war. So many people found the food economical and good, and the investment in health notable, that gardening as an occupation would be put down as a part of our reconstruction program, even if it were probable that our food problems would be immediately solved. Municipal farm and allotment gardens have been part of the work of a good many cities and will continue to be so. A garden committee in a town of any size now has effective plans to work by, the Department of Agriculture having issued a plan for the Liberty Garden which suggests to municipalities of over 10,000 excellent ways of standardizing garden work.

Organization on a community basis is necessary particularly because local supervisors can only be obtained and supported if there are a large number of gardens cultivated. The local supervisor can prevent the ill-directed, inexperienced gardening which leads to a loss of time, labor, and enthusiasm, not to mention waste of seeds, fertilizers, insecticides, and even surplus vegetables.

The way more than one city learned the lesson that it needed supervisors and farm education was by organizing on a large scale without either. Toledo offers an amazing example of what can be done in spite of many obstacles. In the spring of 1917 the city took to gardening. Everybody went in for producing food. Twenty-eight thousand gardens resulted that year.

The women did it, mainly. Confronted by many empty lots they were seized by great enthusiasm to make Toledo a real garden spot. They persuaded the city fathers not only to say that they would stand back of them but would help both with direct funds and services from the Park Department.

The first task the women undertook was a campaign to persuade people to plant in their own yards. The city was organized by wards and precincts. A precinct chairman was appointed. She was asked to make a list of vacant lots and to secure permission from lot owners to plow up the land and to permit its use by persons who had no space of their own to cultivate.

The city appropriated ten thousand dollars to be devoted to turning up the soil and buying seed. The charge for plowing an ordinary lot with Park Department horses was a dollar. The city bought seed potatoes at eighty-five cents a peck and did a large business because they sold at fifty cents.

Besides the vacant lots, one tract of seventeen acres was divided into small plots and cultivated by 110 people. The rivalry was intensely keen between the

men and women who worked these miniature farms. Such a weedless truck garden has rarely been seen! Five model gardens were also started. Experts from the Agricultural College advised on pests. Worms were particularly annoying and the newspapers had it that certain varieties of worms entirely new to Toledo had appeared, as though to spur the general interest.

The Park secretary looked after the regular publicity. To make the garden game more interesting one of the banks offered \$250 in prizes for the best vegetables and the best vegetable garden. The contest resulted in a garden show held at the museum. The man who won the first prize was a retail business man of small means who had never had a garden in his whole life before. He was not even a farmer's boy.

But if application and common sense won the trick in this one instance, the experienced were keenly disappointed by the high average of ignorance displayed on the whole. Potatoes were put into the ground merely cut in halves or quarters and any side up. Toledo learned that it must set to work to educate its people about planting, and that it needed a trained supervisor on the ground to get the best results.

The Department of Agriculture's excellent outline for the use of Supervisors of gardening suggests coördination, equipment, and activities which will make the work easy.

If a supervisor is out of the question the following procedure for a garden committee may be serviceable.

District your town.

Request those interested in gardens to form new troops in the School Garden Army.

Allot surplus vacant lots and plots in the community garden to people who have no space.

Secure contributions of free plowing.

Plant mainly beans, tomatoes, onions, beets, cabbage, carrots, lettuce, radishes, turnips, spinach, kale. If space permits, sweet corn, peas, Irish potatoes, parsnips, egg-plant, peppers, swiss chard, cucumbers, and summer squash may be added.

Combine with your neighbors to arrange a market for the surplus.

Can, in your own homes or the community kitchen, any surplus not salable.

Hold market shows or fairs, with prizes.

One town in Massachusetts organized a garden protection committee and sent out men experienced in work with juvenile delinquents to investigate outbreaks of garden marauding, so that responsibility was determined as accurately as possible. An Alabama city used garden overseers for each city block. Testing the soil of vacant lots to see what should be planted was done in several places.

Everyone knows what England did—delivered the country from a state of dependence into such a state of independence that in 1917 she had more than 1,500,000 gardeners in towns or cities, and from her own soil produced not only all the potatoes she wanted but some to send to France.

Authority was given the borough councils (see *Outlook*, November, 1918), on consent of the occupier or with the sanction of the War Agricultural Executive Committee, to enter any garden or occupied land, to pay a rent for its use, and to purchase manure, seeds, and implements which gardeners were allowed to use at a price just sufficient to cover the cost of purchase.

The method of promoting gardening was to arrange public meetings and ask for volunteer workers, especially those who could give time at regular stated periods. In particular, the assistance of women was invited. Lists of suitable vacant gardens were prepared and the permission of the owners obtained to allow their cultivation. Arrangements were then made to allot plots to individuals or to organize the cultivation of the whole garden on coöperative lines. Provision was also made so that the cultivators might obtain advice from expert gardeners. The Board of Agriculture sent out literature, manure, seeds, and implements to those who took over allotments. Spare time labor was employed to great advantage.

England will not stop all this because the war is over. Neither should America. Courage, gardeners! The Department of Agriculture has lately come once more to your rescue. You may have "thrown a hate" on cutworms, potato bugs, and other maliciously inclined insects, but the Department of Agriculture has at least put a stop to the influx of foreign bugs. For the benefit of the professional and amateur farmer the

Department is taking the immigration problem seriously and excluding three thousand destructive species unknown to America which are abroad in the world. Now the only chance an immigrant bug will have of finding a home in the free land of America will be by swimming. For the designing insects which hide in the earth about the roots of imported plants will not be able to pass the Ellis Island of the vegetable kingdom. They will suffer the fate of the tea at the Boston tea party. No plants may come ashore with earth attached to their roots. Mr. and Mrs. Bug will drown. Take heart and plant!

## CHAPTER XIX

### PROMOTE SALVAGE AND THRIFT

WHAT happened to the waste heap during the war was astonishing. In fact nothing was left of it. It was all the fault of the Red Cross. They proved that by good organization there were large amounts of real money to be reclaimed from the sale of materials which had been thrown away. The Red Cross collected everything from motor trucks to dental fillings and false fronts and sold them to produce funds for relief work. The old-clothes man was completely outdone. "A rag, a bone, and a hank of hair" from every house produced considerable sums of money in the towns in which waste materials were salvaged. As a result, the War Industries Board started a salvage campaign which has now been taken over by the Department of Commerce, to continue thrift work, not as a source of funds for relief but as a measure of civic improvement.

Because the Red Cross activities are illuminating, it seems worth while to take note of the way they developed their campaign. Los Angeles led the way. Mrs. Otheman Stevens started a business which, bringing in \$50.50 for the month of June, 1917, expanded until the earnings of the salvage department in April, 1918,

were \$11,679. As usual in successful campaigns, the city was divided into precincts, a salvage precinct captain was appointed, and a house-to-house canvass for a list of salvageable articles was undertaken. A neighborhood salvage station was found. Any kind of conveyance was pressed into service and collections were regularly made.

A central salvage warehouse was opened and when any neighborhood station had a wagon load the salvage headquarters was notified. A route was made out for collecting goods, so as to conserve tires and gasolene and man power. Merchants, transfer, ice, milk, and other companies were persuaded to donate their trucks regularly once or twice a month.

The firemen and policemen of Los Angeles were signed up to work off-days, so many per month, at the salvage warehouse, sorting papers, bottles, metals. From five to ten men were often secured from each department for a day. They did all the hard lifting and pulling, helped to pack and drive trucks; they balked at no form of service they were asked to give.

The best articles collected were sold at the Red Cross shop. Certain other materials could be used in civilian relief. Any supplies useful to the Red Cross offices were sent to them. After everything of apparent value had been removed the residue was disposed of. With an expenditure of five per cent. the sales amounted to \$100 a day on the average.

A committee was appointed to find out exactly what

usable materials could be sold back to manufacturers. Many firms were persuaded to re-use articles like bottles, cold cream jars, typewriter spools, and tin boxes of various sorts. A label was agreed upon, bearing the Red Cross and a statement that the re-used article had been salvaged and sterilized before being resold.

Western goats must have gone hungry, because Los Angeles collected tin cans in carload lots and sent them to Arizona copper smelters. Even with transportation charges a decent profit was made on them at \$14 a ton. Shoe boxes, canceled stamps, castor beans, dead whales, go to make up a small part of the amazing list of articles salvaged. What were the whales used for? Sold to fertilizing plants! Old rags, old bottles, old bones were sold for goodly sums. One month the Los Angeles Salvage Bureau realized \$1200 on tin foil. Attractive women took up the profession of ragmen as though they had been used to crying "Old iron!" all their lives.

Publicity went before and accompanied the collection drives. Many colorful and suggestive incidents were material to feed this publicity. For instance, Kate Bassett, a teacher at the Jefferson school, asked people to bring their Christmas greens to the park. The children in her room stripped them of their needles and branches, made pillows of the needles. She sold the wood. On Washington's birthday the small branches were burned in bonfires, which made a delightful cele-

bration for the children, and the ashes were fertilizer for the florists.

Imagine children salvaging all the Christmas trees in the country! It would be horrible to turn twenty-two million school children into scavengers, but when one thinks what a delightful, useful, and clean celebration Christmas-tree salvage parties offer, it really seems as though this idea might become national.

“Melting pots” have also been very successful during the war. Montclair, New Jersey, had a typical successful “melting pot” week, “due in large part to the clever cartoons of Lewis Lewinson and Jack Pierce, who gave us a new idea every day. By the end of the week we (the town) were so inspired that even the farmers and peddlers among us were generous and ‘forked over’ their silver. . . . Several of the rooms (in the school) had their junk brought down to the stage in an original manner. John Ely wheeled 208’s down the aisle in a wheelbarrow, and then carefully placed it in the scale. Gales of laughter greeted Allen Goertz, disguised as an old-clothes man and bearing 214’s junk in a tray slung around his neck. After weighing, Howard Hovey, the well-known alchemist, performed some interesting experiments with precipitates. In all about three hundred dollars’ worth of silver was collected by this method.”

The War Industries Board issued a plan (taken over by the Department of Commerce) to be used in

any community, not to supplant the Red Cross salvage so long as it is still necessary, but to start the communities in a necessary and advantageous civic endeavor. It may be summarized somewhat as follows:

Call together the local representatives of the American Federation of Labor, the Red Cross, the Council of National Defense, the National Catholic War Council, Jewish Welfare Board, Federal Board of Farm Organizations, Farmers' National Headquarters, National Council of Women, and the National Committee on Prisons and Prison Labor; or any other group likely to be interested.

A waste reclamation council may be created, or a committee under a community council. It is advantageous to secure the interest of the Mayor or chief executive officer of the city or village, and ask him to select members for a reclamation group, which may well number about ten.

The duty of this council is to inaugurate an educational campaign; first, to make less waste; second, to create an organization which will carry on a campaign to reclaim the residue of waste in the community. Early in 1919 the most important materials to save were paper, steel, iron, brass, zinc, aluminum, wool, cotton, rubber, tin-foil, Babbitt metal, lead, tin, and leather. These will be varied with other demands from time to time.

Preliminary publicity to familiarize the public with the idea and plans for an ultimate drive should be

undertaken. The Chamber of Commerce, Board of Trade, churches, and schools are likely to be helpful.

The first step after organization will naturally be to make arrangements with junk or wholesale dealers for the collection and purchase of materials from homes or factories at guaranteed minimum prices. These will be furnished from time to time, probably, by the Department of Commerce, or Red Cross methods of obtaining prices may be adopted.

The Council may arrange with the junk man a uniform sign to be hung out as a notice to stop, and come to an agreement about fixed periods for making calls. All waste may be put out according to custom or ordinance in a habitual place just before the hour at which he is due.

In towns of sufficient size salvage collections may be made under city auspices or city regulation. The Red Cross system of districting and canvassing homes, office buildings, apartment houses, factories, state or municipal institutions or buildings is as good as any that could be devised.

The necessity of securing the coöperation of persons who actually handle materials scarcely needs emphasis. Janitors, either of school buildings, churches or apartments, freight masters, shopkeepers, and others should be asked to assist in any campaign to collect materials, which will be at a premium for some years to come.

One of the features which helps to inaugurate a

waste reclamation campaign is a drive to collect materials of a certain sort like cotton, rags, and waste paper, on a certain week. The next week collect metal, the following rubber. Special arrangements must be effected during such a drive to collect and sell all the materials. Here again the Red Cross idea of a salvage warehouse and volunteer aid to gather, sort, and pack waste material is excellent.

In communities where there are at present no junk or wholesale dealers in certain materials to be reclaimed, the reclamation council or committee will have full responsibility for shipping materials. If the freight agent does not know or the business organization cannot inform the committee the best place near by to sell the salvaged waste, the Department of Commerce can usually inform the council.

A campaign must be carried on to educate the house, store, or factory owners to keep varieties of things as much separated as possible. They are then in better shape for weighing. Newspapers must always be bundled if they are to be sold; other materials are usually baled.

The employment of prison labor must be done in accordance with the executive order of the President, dated September 4, 1918, from which the following excerpt is taken: "Compensation and hours of labor for inmates of any institution shall be based upon the standard hours and wages prevailing in the vicinity in

which the institution is located. The pro rata cost of maintaining the inmates shall be deducted from their compensation."

In many cities the present municipal machinery for collection and disposal of stuff reclaimed may be utilized. Red Cross experience with Los Angeles street cleaners was interesting also in this respect. Bags to receive tin- and lead-foil which had been thrown in the street were made of unbleached sheeting and supplied to down-town street sweepers. They were about fourteen inches square and had two loops of tape about eight inches long which slipped over the handle bars of the shovels used by the men. Every week the street cleaners turned in a considerable amount of foil. A box from which it was easy to collect the material was placed in the basement room of the City Hall where they kept their tools.

The city of Edinburgh, Scotland, sold \$26,000 worth of waste paper in one year. As a civic activity salvage should be pushed. As a volunteer activity it can be made to pay, if wisely managed, and for whatever community use you need money, a salvage campaign is a good idea. Women found that out long ago in the rummage sales and reclamation shops, which mainly handled clothing. Organize a little farther and interest the entire community, and you have an activity which will serve the reconstruction end of conserving our old materials so that we can utilize our new materials for

the best sort of production and to supply the foreign countries; and also promote a sense of thrift in the community.

Several other phases of thrift have been particularly encouraged by the Government, although no other offers a revenue.

Fire prevention has rightly been given much attention, a fire prevention day having in many states become an annual feature. Public attention certainly should consistently be invited.

The conservation of clothes has received considerable attention from the several states and also from the Government. A "Conservation clothes line" was a war measure started in Illinois. The shortage of leather and wool, and the skill which works these materials up into wearing apparel and household articles, rendered clothing conservation necessary. Edith Charlton Salisbury has prepared for the United States Department of Agriculture some admirable suggestions about the conservation of clothing. Work is laid out for committees, demonstration and volunteer classes. In this regard it may be suggested that the task be undertaken in the same manner as any other drive; i. e. by publicity and a carefully selected committee, including representatives of leading women's organizations, a representative of the public schools or trades school, a leading business woman, a tailor, a sewing teacher, a man or woman from the Red Cross, possibly a charity organization representative, and a member of whatever

local boards deal with the "poor farm," poorhouse, orphanages, industrial schools, charity hospitals, or public institutions.

This committee, before considering the needs of the community for clothing-renovating agencies for charity, should contemplate the fact that in several cities commercial clothes-remodeling shops have been opened and operated successfully for some time. The "Ship-Shape Shop" has a decided economic reason for existence. Thousands of business men and women have no one to sew on buttons or mend clothes, or to remodel garments of good material. Ordinarily the tariffs charged by clothes remodeling places are so high that, with every desire to have the work done, the ordinary business man or woman feels that the service is out of the question. A local workshop, or "House of Industry," may be organized to utilize the willing fingers of part-time workers, or it may be run on a coöperative plan.

## CHAPTER XXI

### HELP RETURNED SOLDIERS OR THEIR FAMILIES

FOR the first time in history one nation has put war pensions on the proper basis. Uncle Sam has recognized them to be not a bonus but an insurance obligation. The boys of your community have been insured at cost. As members of your community as well as members of your families they should be urged, first of all, not to stop their payments.

Also the community should endeavor to create a strong public feeling against any recipient of the benefits of Government insurance who takes even a minor advantage of Uncle Sam. Such a host of War Risk cases demanded immediate relief that it was impossible to make full investigation before the payments were made. There has been considerable opportunity for fraud. Your community should help in every way to prevent or put an end to abuses of the Government's just provisions. In New York City in December, 1918, there were fifteen thousand cases to be examined. The real investigation was undertaken by the War Risk Bureau, but there was large need for a preliminary vol-

unteer examination. The coöperation of persons living in the neighborhood of the claimants is absolutely essential to assist the Government to make prompt and just settlements.

In order [the Government states] to prevent a great wastage of public funds and to secure justice between men, the Bureau of War Risk Insurance is looking to Community Councils and similar organizations to assist it to discover payments made to persons not authorized to receive them. It asks that at any time the following types of cases come to the attention of any citizen they shall be reported directly to the Bureau of War Risk Insurance, Washington, D. C.

Dependents receiving allotments and allowances after soldiers or sailors have been discharged.

Women receiving allowances as wives of men to whom they are not married.

Allowances received in the name of children who are not living.

Allowances paid to relatives other than wives not actually in need of Government assistance.

In each instance the report should be made in writing and include the name and address of the beneficiary, the name and address of the informant, and the details of the case. It is extremely important that no impression get abroad that the case is being reported or investigated. The function of workers in this line is to indicate to the Bureau of War Risk Insurance cases where investigations are desirable.

No less of a necessity requires us to provide legal aid. Lawyers, with their "legal tweezers," are very

necessary craftsmen in this day when War Risk Insurance is tempting the "sharks" to mulct the dependents of soldiers and sailors. Legal aid to men leaving military life is one of the strongly-urged activities suggested by the Council of National Defense. Two million men leaving business affairs in the best condition they could, unavoidably must have legal tangles to undo. "Men returning from military service in many cases will find lawsuits pending against them, under the Soldiers' and Sailors' Civil Rights Act. During their absence litigation against these men had been held in abeyance. On their return they began almost at once to face lawsuits, foreclosure of mortgages, complications of business affairs. The American Bar Association responded to requests of the Adjutant General of the United States Army, and the Council of National Defense by requesting the Bar Association in every state to aid in the work of untangling the affairs of our men."

Already many persons have been the victims of profit-seeking legal sharks. An unscrupulous lawyer will approach the widow or the wife of an officer, for instance, and assure her that all back pay and other Government compensation would immediately be straightened out provided she would "just sign this little paper." Many a woman has so signed without discovering that the document bound her to a fixed contract, which provided that the lawyer was to receive an exorbitant fee.

Usually the trouble which had prevented her from receiving her allotment or allowance did not demand litigation at all, being due either to a technicality or to lack of foresight on the part of the enlisted man. The Government has fixed the fee a lawyer may charge to clear up a slight error. Unfortunately, people at large have not understood this. It requires advertising.

Perhaps the dependents of a soldier or sailor have not sufficient funds to pay any fee whatever for counsel. There is really need for free legal advice. Therefore, it is urged that there be legal committees at least in each county. They may render a service of great value to the *morale* of the army while demobilization is taking place.

Advertise in the widest manner, especially at any bureau for returning soldiers, sailors, and war workers, the existence of these legal committees and their readiness to provide free legal advice. Also urge the necessity of immediate action to secure the benefit of the Soldiers' and Sailors' Civil Relief Act. This only protects the man for thirty days after discharge from active military service, and in ninety days his opportunity to have opened by the court any judgment entered against him during military service is lost. A few weeks' delay due to accident or misinformation prevents the discharged man from taking advantage of the provisions of the act. It is difficult for many who intend to take advantage of this privilege to realize that two months before they are required to cease wearing uni-

forms they are in every sense civilians before the law, and must take immediate steps if they are to enjoy the protection of the act.

“We can pay part of our debt to the returned soldier by seeing to it that he receives exact justice under the war emergency legislation enacted in his favor,” says the Council of National Defense, “but we owe more than exact justice to the soldier who has risked his all in defense of our liberty and democracy. The returned soldier will often need constructive legal advice. In many instances, it will not be so much in actual litigation that is pending against him as in problems as to the title of his farm, the validity of his debts, adjustment of his relationships to the persons who have been conducting his affairs during his absence, and similar matters that he will be most in need of legal advice.”

Many draft boards which started welfare committees are contributing to the success of this work.

The problem of the relief of the families of soldiers and sailors has been and will continue to be almost entirely within the hands of the American Red Cross. The expansion of the Home Service section of the Red Cross in the two last years has been remarkable. In two thousand towns they are offering all sorts of help, grants of money, loans, family care, advice, scholarships to young children to keep them from going to work, in fact, doing the thousand and one things which help to cheer and protect those who have been left

at home during the war. In a number of these towns there is no other agency for benevolent service, and the emergency organization, often made up of people who, previous to the war, had no experience in social work, has done astonishingly intelligent work. Institutes which offered short courses of training in the difficult work of social investigation were opened by the Red Cross all over the country, and we are the richer for a great new body of workers into whom have been instilled the most progressive ideas of good Samaritanship.

Only persons who have learned what not to do when approaching families can hope to be most wisely helpful, but during the period of industrial change ahead, the families of soldiers and sailors may still need many sorts of help. Not to perpetuate charity but to tide over those who have earned our help is a work into which we can put all our hearts.

Many of the chapters of the Red Cross Home Service desire to extend their excellent work beyond the families of soldiers and sailors. It is often said, indeed, that we must beware of a Charity Trust in the United States. So long as sectarian benevolence and the great group of social agencies, for which a national council is now proposed, are working actively to relieve general suffering, it is perhaps unnecessary to fear that good Samaritanship will ever far abuse its powers; too many checks are at hand.

One minor practical aid which any well-disposed

volunteer can give now to the boys is suggested by a committee which solicits contributions of men's clothing. England provided good suits which men discharged from the army could buy at a low price. Uncle Sam did not attend to this matter promptly. So the mothers of boys who will never return send their civilian suits. Anyone else is privileged to contribute. These suits are put in shape and sold at a low price to men in uniform, who are often most grateful to get them.

## CHAPTER XXI

### AID FOREIGN COUNTRIES

To witness one plodding refugee in France going back to his village to start life again is to feel stirred once more by the flaming spirit of France which saved us all. And the children in the Balkans, in Poland, in France—the tragic children!

Any community in America will be interested especially in helping the children in some specific French village to live again.

The French Government has declared that now is the time for American towns to select French towns to adopt. A special bureau has been created in Paris to facilitate the movement. After the French Government has cleared and leveled the soil, the inhabitants themselves will prepare to do the building. No foreign group will choose the types of houses to be constructed—the people themselves will do that—but the Government will warmly welcome the help of any American community which wishes to aid in rehabilitating the families in the towns or on the soil.

Gather a fund. Communicate with the French High Commission, asking that a village or town be assigned.

Specify what region would be preferred. In case all the towns in that region are not allotted, a preference will be observed.

If any considerable fund is to be spent, it will probably be wise to send a delegate to France. In the French village the Government will appoint a delegate to consult with the American. After looking the ground over together, it will be quite possible to concentrate on the most necessary measures. Photographs may be taken home to show the community the exact foreign conditions which have to be met.

Churches here may help to rebuild churches there; the Chamber of Commerce, the Woman's Club, the school may interest themselves in corresponding institutions. If not one cent of money were contributed, the display of feeling would count. But even if the amount collected is not very large it may go to some good effect and it will be gratifying to your community to know where and how it is spent.

Arrangements may be asked for from Italian, Polish, and Serbian and other governments if any town in America wants to consummate to her sympathy in this practical way.

It is impossible to discuss more than a few of the needs or to mention more than a few of the societies doing European work, but in order that those who have a keen interest in overseas work may have at least a partial guide, such data as can at the time of writing be compiled are proffered. Numerous organizations

have no plans beyond six months; so far as possible these have been eliminated. To repeat, with regard to all collecting funds, consult the bulletins of the National Investigation Bureau, 1 Madison Avenue, New York City.

At the request of the French Government, the American Fund for Devastated France, 16 East 39th Street, New York City, has undertaken to work at least until 1921 to restore the refugees in five cantons of the Aisne. Fifty thousand people must be rehabilitated in towns and villages wholly or partially wiped out. The children have been gathered into central shelters to be retaught and to receive medical and surgical care.

The Fund asks Americans to adopt a child, or go shares on a child. Large funds for agricultural work or small funds for small work are most acceptable; ten cents buys a chicken and several hundred dimes buy a cow.

To establish a man or woman in a little business is particularly appealing. If so disposed, contribute to the fund for rolling shops. A motor wagon is equipped with supplies, anything from a pin up, and sent out to a ruined village. Other goods are donated, but these are wares for sale. A returned merchant is found who has the confidence of the townspeople. If he wants the stock it is turned over to him, to be paid for out of the sales. No other perambulating shop is then allowed to visit that village.

If some particular group desires handwork, it may cut carpet rags and roll them into balls; have them woven or send direct to the Fund at the workshop, 16 East 39th Street, New York. Or contribute money for the specific purpose of furnishing the houses.

As for sewing, garments may be bought from New York headquarters, cut on French patterns. Many garments for children are needed—children starved and mistreated, driven out by the Germans to work in the fields. The hands of more than one are gone, blown off by unexploded grenades or bombs which they were required to remove from the soil. Many of them have become mentally numbed and dulled; they must be entirely reeducated.

To make these mites a little happier one of the workers gave them a party. She started games; they had to be taught how to play everything. She gave them little surprises; they were not surprised. In despair, she said to one of the mothers, "I had thought they would have such a happy time. Instead it is a failure."

"Oh, no, madame," responded the peasant women. "It is by no means a failure. It is only that these children have forgotten how to laugh."

One may knit. The Society has directions for black circular shawls; many children's stockings are needed.

If considering overseas work (despite Mrs. Atherton's advice) the Fund makes this statement: "Our qualifications for workers are as follows: They must be over twenty-five, speak and write French and be

able to finance themselves to the amount of \$1500 for six months or \$2000 a year. Our demand now (January, 1919) is for general workers and chauffeurs in the devastated regions and for office workers in Paris. . . . Our women make themselves generally useful in helping the French people to help themselves. We try to avoid forcing any American methods on them as far as possible. Each of our workers promises in advance to do whatever the Director wishes her to do, or whatever is asked of her. Therefore, we do not send workers to engage in any specific activity."

The only exception is with agricultural workers. One strapping Virginian applied to join a unit of women farmers who were to work in the Aisne. She had run a farm of 160 acres for several years. She qualified as to skill but she had no money. She was regretfully told that she would have to have funds. Chagrined, she returned to Virginia. In less than a week she was back in New York, the money in hand. She was what they call down South "spunky," and she had sold her mules to get the necessary sum. For a year during the war she pluckily drove her tractor in France. (We are aware the Department of Agriculture does not approve of women driving tractors, but this one did it very well anyhow.) Driven out by advancing Germans she returned after the armistice, and for all we know is still on her tractor. Pluck sometimes triumphs.

An enlarged output of baby clothes and garments for children is planned by the Stage Women's Relief,

366 Fifth Avenue, New York City. Its activities are not restricted to the collection of funds. Materials for hospital garments, knit jackets, and clothes do not have to be purchased of the society.

The activities of the national committee of the Food For France Fund, 10 East 58th Street, New York City, are confined to the collection of funds. Local committees, in order to raise money may at times deal in commodities, such as donated articles for resale. They send workers overseas, who pay all expenses and must have a current knowledge of French.

The American Medical Woman's Association, 637 Madison Avenue, New York City, operates four American Women's Hospitals in France and Serbia, and one dispensary. They collect funds, are glad to have donations of garments made according to patterns they furnish. They send only a medical personnel overseas. Until normal conditions are restored in Europe they will keep their workers in the field.

A unit in charge of Miss Helen Losanitch has been sent by the Serbian Relief Committee to Belgrade to open the home for one hundred war orphans which the Committee is founding. The Committee plans to enlarge its work considerably, founding new stations for child-care in several parts of Serbia. A portable house large enough to hold twenty children and all the necessary supplies, food, and clothing, and furniture, were taken over by the Unit. They would like volunteers to make garments at home and have already a great

many people and societies who are sending clothes for this first orphanage. They accept any kind of children's clothes, or, in fact, clothes of any kind. The people in Serbia are in deplorable condition and practically nothing can be bought there now. They also have some patterns for little boys' and girls' garments.

The activities of the American Fund for French Wounded, 26 West 23rd Street, New York City, are not restricted to the collection of funds. They have branches throughout the country sewing on refugee garments to ship abroad. These branches often buy their own materials, but whenever individuals apply for work, materials as well as samples of the desired garments are given them. They have been asked to build and give to France a tubercular hospital for children in Nancy.

The British War Relief Association, 542 Fifth Avenue, New York City, has diverted the efforts of workers from surgical dressings and hospital supplies to clothing for women and children, which are sent to France, Belgium, and Italy. Appeals for funds are made for the purpose of purchasing materials which are made up in their workrooms, and they also receive supplies from workrooms in various places in the United States. Shipments are usually made in rotation to the Allied countries, thereby making an equal distribution of all supplies.

Money is raised by the Friends' War Victims' Relief, Philadelphia, for its work in Clermont-en Argonne and

Verdun, and used for rehabilitation. A personnel is maintained abroad.

The Committee for Relief in the Near East, 1 Madison Avenue, New York City, collects funds and sends over some trained workers (see first chapter regarding personnel of first expedition).

Funds and donations of good used clothing, new clothing, kitchen ware, food, etc., are received by the Duryea War Relief, 9 East 30th Street, New York City, which the French Government ships free to France and directly to Lille, where a permanent depot for reconstruction work for an indefinite period has been opened. Volunteer workers overseas must have the sum of \$2500, be Americans by birth, financially independent, and serve one month here before passport is issued.

Until such time as the French orphans are able to look after themselves or until the Government is able to add to the amount that it allows to each child, the Fatherless Children of France Committee, 665 Fifth Avenue, New York City, will continue their work.

The Y. W. C. A. War Work Council (600 Lexington Avenue, New York City) sends both paid and volunteer workers to France and Russia. How long the need will continue is indefinite, but they have no thought of withdrawing in the near future from France, as they have been asked to remain by the French Government and representative Frenchwomen to continue

admirable work among young women such as no one else does.

Heroic works of civilian charity in France (see Paul West's moving story of the "House in the Rue St. Antoine," in the *Survey*, October, 1918) were undertaken by the Red Cross during the war. Aside from refugee garments the Red Cross has not announced full plans, but they have made a careful survey of the devastation, to get the outlines of the great job they will certainly carry on perhaps under international rather than a national body. They are not sending any more workers overseas.

So long as there are men overseas the Y. M. C. A. work will be kept up. Canteen workers, dietitians, entertainers, educators, and office force will continue in service. Divisional directors can give information.

The War Babies' Cradle, 42 Broadway, New York City, works directly in connection with French and Belgian authorities, raises funds and forwards new and old clothing.

Innumerable other good causes press for attention; the great Hebrew and Catholic benevolences; the great health-extension plans. In giving, let us remember that people need relief but that pauperization must be avoided; they need materials and work rather than money and finished articles. America's purse strings should be loose, her heart tender, but her intelligence sane.

## CHAPTER XXII

### AMERICANIZE AMERICA

I am whatever you make me, nothing more.  
But always, I am all that you hope to be,  
and have the courage to try for.  
I am song and fear, struggle and panic, and  
ennobling hope.  
I am the day's work of the weakest man,  
and the largest dream of the most daring.  
I am the constitution and the courts,  
statutes and the statute makers, soldier and  
dreadnaught, drayman and street sweep,  
cook, counselor, and clerk.  
I am no more than what you believe me to be.  
My stars and my stripes are your dream  
and your labors. For you are the makers of  
the flag and it is well that you glory in the making.

FRANKLIN K. LANE.

OUR League of Nations must begin on our own streets. It has in fact already begun there. By our immigration policy we incurred the responsibility for it. The representatives of every land have come to live in our somewhat complacent midst. In the past we have held amazingly cheap the most precious contribution the foreign-born might have made or tried to make to our national life. Besides scoffing at their religion, laugh-

ing at their quaint customs, overlooking much of the knowledge they might have pooled with our own, we have been intolerant of the natural homesickness of newcomers, and far too often allowed them to be exploited.

The sons of many races went forth with the American-born to fight the battle of nations in the armies of the United States at the front. We have sent them when they did not know our tongue. They had to be naturalized, sometimes hundreds in a day in camp, and of these hundreds no small percentage failed to understand the words addressed to them by the judge who administered the oath of allegiance; they had to be prompted to say "yes," or "no." Some of them come back to us distinguished for valor still "un-Americanized," not knowing our customs but feeling themselves part of the body politic. They come back to homes in which the women do not speak the English tongue.

Luckily for us these foreign women, even if they speak only their mother tongue or broken English, usually understand freedom. On that famous day when the false news of the signing of an armistice set the nation quite mad with relief and joy, a poor Italian woman stood under the lee of the ten cent store opposite City Hall in New York City waving a flag. She was middle-aged, not beautiful, but in the midst of that crowd which swept up and down over the Square with a positive rhythm, her presence was clearly felt as though she were a human magnet. Her face seemed glorified. The air pulsed with jubilant sounds, one great intensi-

fied vibration of joy. Millions of scraps of paper, which sailed from the top of the Woolworth tower all over the lower end of Manhattan, themselves seemed vocal. They fell on every side of this plain, immigrant woman, who looked as though she understood the ironic significance of their use to celebrate the downfall of Germany.

She waved her unusual flag with as much spirit as though she were thereby saving the life of the son she had sent to France, certainty of whose safety she could not know for weeks. Had the woman herself been less magnetic that flag would have halted more than one passerby. It was not the flag of any one nation. It was made up of the flags of all the Allies combined—it was truly American, such a banner as never before in the world had been devised. An American woman stopped suddenly before it.

“That is the most beautiful flag I ever saw! Where did you get it?” she asked.

The Italian’s voice was as lovely as her English was broken as she answered, “Yas. I say, notta da flag of da one nation, da flag of da all!”

Her words were for all America. Personally the passerby, newly Americanized, joined the “League of Nations” on that street corner and pledged herself to endeavor to make not only the foreign-born but those of other races more welcome in order that there might be conserved to the country the spirit this Italian woman showed. All nations have contributed to

our melting pot, but we have often, although not universally, failed to retain either the spirit or the best political tradition, or culture, or faith that has been brought us.

All "our folks" were foreigners once. Only the red Indian is really at home in the United States. Whatever the decision about the immediate admission of more foreigners, more than ever will come to us in the next decade. You may live in a village where no foreign-born now penetrate. It is quite safe to prophesy that they will eventually. If they did not, no section of this country escapes problems of prejudice against race, "red," "black," or "tan."

It is quite true that many of our prejudices have been justified to an extent by the inertia of certain types or definitely objectionable racial or national characteristics. We have no choice but to take a generous hand in correcting our new Americans' faults before we grant them full privileges. We have a right to insist that they be ready to give service to the country in return for the privileges granted. As it is, we have exacted nothing and have contented ourselves with complaints. So little are persons of the black or yellow races assimilated that our Americanism must begin, like charity, in *every* home.

Nationality, it has been said, has nothing to do with a man's patriation; it is the feeling inside of him. If the feeling in the foreign-born man is right, his color has as little to do with nationality as the land of his

birth. We have taken them in, the black and the yellow, and the problem in regard to Americanizing them includes the broadening of our own people, so that justice may be impartial and every line of opportunity opened when the citizen has given evidence of his readiness to play his full part.

“The difficulty of absorbing our foreign-born residents into our national structure,” says the Council of National Defense, “has been very much aggravated by the very existence of war, and yet the mere cessation of hostilities does not remove these war-made objects.” Yes, the task of assimilation is more vital than ever. It begins by drawing together and organizing for articulated work the many institutions dealing with this problem in your locality. Consider what practical assistance your village and town can give if it makes a united effort to offer better opportunities. If you have no other problem, here is your colored or Russian-American soldier home from the front. Does he comprehend fully our traditions, our ideals, our civil customs? No? Then is he not deserving of special facilities to realize America, to become an American? Has he not earned the right for his relatives, his whole racial group here, to receive any teaching we can offer him?

The shortcomings of any race or national group may be overcome by interesting that group itself in a definite, constructive, well-reasoned way. What are you and your town doing? If ready to do something

in compliance with the request of the Bureau of Education, consider first the objectives they set.

To give the immigrant better opportunities and facilities to learn of America and to understand his duties to America.

To unite in service for America the different factions among the several racial groups and to minimize in each race the antagonism due to old country traditions.

To cement the friendships and discourage the enmities existing among races and to bring them together for America.

To bring native and foreign-born Americans together in more friendly relations.

To develop among employers a greater personal interest in their foreign-born workmen and their families.

To encourage the foreign-born Americans to assist in the work of Americanization and to develop a more patriotic feeling toward the work.

No matter what the aims or specified purposes of any committee at work in any of our towns, it should consider these ends as part of its work. We must turn into a Committee of the Whole on Americanization. In most communities it is wise to appoint a naturalization rather than an Americanization committee to handle the problems peculiar to citizenship. In drawing together the organizations which will be interested in a naturalization plan, the following list is suggested: the schools, the Chamber of Commerce, Labor organizations, foreign papers, the courts, the churches, fraternal organizations, settlements, women's clubs,

foreign-speaking societies, libraries, and industrial bureaus. In towns of any size some or all of these should send representatives to work on a committee which is to promote the use of English and the naturalization of citizens.

It should go without saying that no person in any community should speak only a foreign tongue, yet it is the greatest of mistakes to encourage foreign-born people entirely to discard their own language and use only English. For their own protection as well as the best interest of the country, every citizen within our boundaries should understand and speak English. We should nevertheless preserve the mother tongues of our foreign-born, since through them they have their most cultural expression.

The special committee brought together has these initial orders from the Council of National Defense.

Conduct a broad educational program, including:

- (a) Public-school classes in English for every group of twenty foreign-speaking people who desire it.
- (b) Supplementary classes in English in factories at the noon hour, in night schools, and in settlements.
- (c) Extension work through cooking and similar classes and in the homes to reach foreign-born women.
- (d) Extension work through bringing the foreign-born in effective contact with the library facilities of his community.
- (e) Extension work to reach the returning foreign-born soldiers and sailors through the bureau for returning soldiers, sailors, and war workers.

Unite with the Department of the Interior in its new program for Americanization, being undertaken under the new Division of Americanization recently established to meet the present emergency. The Department of the Interior has already appointed five regional directors whose duty it will be to endeavor to bring about the creation of state and local committees, utilizing wherever they exist the Americanization committees of the community councils.

Unite with the Bureau of Naturalization in its effort to train for citizenship those persons who have taken out their first papers, but who have not been naturalized.

After careful study of local conditions, prepare and vigorously prosecute a local Americanization program adapted to state lines. Americanization problems vary greatly with the locality, and each council of defense should consider its Americanization problem as a distinctly local as well as national matter and adopt those measures which are best suited to local conditions.

Prepare to put the work of Americanization upon a permanent footing so that it will become an established institution, enduring long after the emergency organizations arising out of the war have passed away.

Few of us will forget the Fourth of July, 1918, when President Wilson, at Mount Vernon, rededicated the date to united Americanism. From coast to coast the foreign-born took special part in the celebration of freedom, and we began in an organized way to be just

plain neighborly with those who display interest in or love for our land. Only life experience, according to Dr. Albert Shiels, Superintendent of the Los Angeles schools, will really Americanize. A democrat must dislike any type of "Americanization" work which is attended either by condescension or by the common misconception that Americanization means the bestowal of a sort of educational pill which, when swallowed, will act automatically. Really, Americanization is sharing not only our traditions, but our duties—as well as our privileges—and putting our friendly offices at the service of our neighbors, foreign- and native-born. "Americanization" is so broad a term that the community may well limit itself to naturalization.

When foreign-born are to be naturalized, aid especially in preparing them for the functions of citizenship. The language and certain definite courses are necessary, but one of the best sorts of training is to ask them to study and to work in our community organizations and the various sorts of civic movements that we have afoot, to instil the idea of universal service. An intimate knowledge of local conditions amalgamates the foreign element to us as nothing else will.

Sharing our festivals is a very good way of expressing our friendliness. Citizenship pageants, receptions, an Americanization day, an America First Dinner are common devices for interesting the foreign-born. An appropriate welcome to newly-naturalized citizens is

pleasant and usually well worth while for the givers as well as for those honored.

Any one who has not seen the naturalization ceremony, or lack of it, in our courts, cannot perhaps realize how lacking in dignity is the process of formally becoming an American. To change this in some of our big plants during the war where there were workers to be naturalized, spirit was added to the occasion by bringing in groups of soldiers who had just been naturalized and who prefaced the simple ceremony by short addresses on what America meant to them. Many immigrants have made sacrifices to come to America or efforts to fit themselves for citizenship which deserve some sympathetic recognition on the part of the community.

“Naturalization should be a prize to be won,” says Dr. Shiels. “If it is not now we must make it so, and bestow the prize in a manner which betokens the honor in it.”

A chair of Americanization has been established in the University of Wisconsin. Its announced purpose is the development of concrete and practical policies in teaching citizenship. This is an essential part of the work, just as is training teachers by special courses to teach immigrants. The usual method of instructing our foreign workers has been through a system of two-hour night schools taught by persons without special training. Some progressive industries now

have "vestibule schools," and these are spreading. The classes are held during working hours and usually at no expense to the worker. Special text books, which were prepared with the advice and instruction of the Government and were used very largely by the Y. M. C. A. in its educational work in the camps overseas and at home, are used in many of these plants.

Americanization work in factories has grown out of a real need. An instance of this need is that of the Y. M. C. A. recreation leader, director of seven clubs in one factory. The superintendent of the plant and several foremen were in attendance.

The superintendent was much excited. "We just discovered a bomb," he said, "the plant is policed and safeguarded in every way. I don't know what to do."

"How many of your foreign workmen speak English?" asked the secretary.

A large percentage of them were Russians and Poles, and, it turned out, few of them knew the language.

"There is no safety device like teaching them English," advised the recreation leader. "The Y. M. C. A. will teach classes of twelve anywhere you like. Send for the leading foreigners of the plant and explain to them that we will do the teaching and you will give the time if they are interested in learning the language."

A workman on the committee subsequently got the groups together, and the first step toward naturalizing those workmen was accomplished.

By no means, in most cases, does this small amount of educational work finish the applicant for naturalization. Labor questions of all sorts, employment, housing, sanitation, no recreation, are found to be common causes of dissatisfaction which destroy the desire for citizenship and often render our foreigners sullen.

Many so-called Americanization agencies try inexpertly to cope with housing and health as though these enormous subjects were inherently Americanization. From a community basis these matters would be taken up separately and much confusion avoided. There is great need for propaganda on matters allied to the standard of living, but, beyond propaganda, expert work is best done by special committees or sections of some general community organization.

## CHAPTER XXIII

### YOUR NATURALIZATION COMMITTEE

FRENCH women, of whom the sister of Romain Roland is one, have called us "the people who have united and reconciled in themselves all nations, all the races of Europe still a prey to hatred." That unity is only partial. Still, no matter whether one lives in town or country, there is usually a naturalization problem. Some census of the foreign-born, some idea of the living conditions of foreign help, concrete arrangements for educational work, and headquarters for information concerning naturalization are usually as necessary in rural districts as in places where foreign-born are more congested. Many a foreign-born farm hand would stay instead of leaving if he could but feel that the community would value him as an American to the extent of helping to make him one.

In most places, therefore, the conference of interested agencies recommended in the foregoing chapter should result in the formation of a permanent committee which shall act as counsellor at least to other welfare agencies in the same town, and direct volunteers who wish to get into the work. This committee will vary in its membership according to the character of the

town. In any place there is likely to be a representative of the schools, the banking interests, the church or fraternal organizations, a business man, a woman from local clubs, a librarian, and a representative of the foreign elements. To these may be added representatives from the Chamber of Commerce, the industries—whether manufacturing or farming, a labor organization man.

Their work is primarily to provide inviting forms of civic education, and to secure the participation of foreign-born in suitable sorts of community activity to which they can contribute, often, many ideas brought from lands which they or their fathers knew.

Perhaps the most interesting scheme of community work which has been laid out is one used in New Jersey, in which the functions of each member of this committee were described much as follows:

*The school representative.* This member has a great responsibility, as the schools are unquestionably the most penetrating of Americanization agencies. Teachers carry on a constant, sometimes unconscious propaganda. One of the qualifications for teachers in the public schools should be fitness to inculcate the best sort of Americanism. Children may be encouraged to report current events, to persuade their parents to read English papers, to tell history stories at home. These conscious attempts at reaching the parents are often no more effective than the constant

instillation of American ideas which the children unconsciously carry home.

“In cities the school representative might well undertake calling a conference of school authorities who consider the practicability of establishing courses at hours agreeable to the needs of foreigners,” is the advice of Dr. Albert Shiels, Superintendent of the Los Angeles schools, “of training a special class of teachers who will be given sufficient employment each day to make a separate profession of teaching foreigners worth while, and finally, of establishing special classes in normal and training schools for this precise purpose. The education of a foreigner should . . . give him what he needs when he needs it, and where he can best get it. The fixity of school organization has been a great hindrance in the program of teaching foreigners and will have to be absolutely abandoned if sincere work is to be accomplished.”

*The representative of industry.* If the local industry is manufacturing, this member should be entrusted with interesting all the plant owners in taking a census of the foreign-born in local factories. A committee of already naturalized foreign-born may be organized to take the census. A questionnaire or census card to be filled out by the workmen in each plant might include the following points:

How many speak English?  
How many are naturalized?

Why do those not naturalized not become so?

How many are in the course of naturalization?

What complaints are most commonly heard among the foreigners of what American conditions are like?

Manufacturers and business men have already found it largely to their own interest to prevent exploitation at the hands of landlords, banks, insurance companies, or "bosses." They have found that every improvement in housing or sanitation of the plant itself or the industrial health conditions means in the end lower labor turn-over and often better workmen. The manufacturing member of a naturalization committee should coöperate especially with health, housing, and recreation authorities or committees.

*The church or fraternal organization representative* should present to all church or fraternal organizations the necessity of stimulating both American and foreign-born in every way to the love of country, comprehension of freedom among nations, and vitalized knowledge of our history. The test of these things should be the willingness to give public service. An immediate campaign, possibly accompanied by a pledge, should be urged against the use of disparaging terms for the foreign-born. "Hunkey," "dago," "Jap," "Chink," "Polak," "kike," "mick," should fade from the English language.

*Representative of foreign-speaking societies.* In order to secure understanding contact with people of other nationalities, any group working towards nat-

uralization must secure representatives of the racial groups themselves. This man (or men) has as important work as any member of the committee. He himself should bring together a subsidiary committee composed of representatives of each nationality, or, if there be separate groups within it, of each of the groups.

He is *Racial Adviser* to the committee, and if he has a proper conception of his work he will consult with various labor organizations and the principal churches and societies to which these groups belong to secure recommendations as to the make-up of his sub-committee. His purpose should be to amalgamate factions when possible, and to reduce race antagonism. He will attempt to create an understanding of America's new and broader horizon. He will discourage ancient enmities, promote understanding between employers and workmen.

Specifically, he will put his committee to work on advertising the school facilities, bringing their friends into community work of several sorts, such as health, or recreation, or employment. He can promptly advise the committee itself concerning methods which will stimulate our potential Americans. In some places it is considered advisable to have a German-speaking person on this committee.

The Racial Adviser's coöperation is invaluable when it comes to celebrations, as he may suggest ways and means of using picturesque talents or backgrounds the foreign-born possess. If, for instance, a parade is

under consideration, he may be able to suggest colorful and effective features for it. His effort must be to get all nationalities together, to recognize that America is first.

*The labor representative.* He will carry to labor organizations ideas for propaganda on the same lines as those laid down for church organizations, and secure the coöperation of the labor body as a whole on the plan to Americanize the town. He will bring from the labor organizations advice as to how best to reach certain groups.

*Woman representative.* No program of work should omit the aim of securing the sympathetic interest of every woman in the community. Of course your community may possibly be like that to which one good proselyting American woman went during the war. She called at the homes of a great many Polish and Russian women expecting to Americanize them. She found them all out selling Liberty Bonds!

Not all towns are so lucky. Where foreign women understand America, quite often American women do not understand foreign countries. Realizing this, in Chicago, in fact in many places in Illinois, extremely good Americanization work has been done in the clubs by organizing groups of foreign women to come and talk, display their costumes, tell the folk stories, recite the poems, and explain the feeling and the customs of the several countries of their origin. Wherever friendly contact between the foreign-born and native

American women can be established, it is important to Americans as well as to the foreigners.

A very considerable percentage less of the foreign-born women speak English than the foreign-born men. An effort may well be made in many places to teach women English in their homes. But it must be made by women who have been taught how to teach! Which often means that the committee woman must work with the school representative to secure short courses of training.

The food demonstration and friendly sewing and knitting clubs of war time set a pace for peace. They brought together amazing groups of foreign-born women. Icelandic women, settled in Minnesota, knitted valiantly. In Idaho the Basques and the Chinese sold many Liberty Bonds. Slovak and Pole, and Finn, Japanese and Mexican—all these women are today in a more receptive attitude than they have ever been before toward American ideas. Translation bureaus disseminated necessary war bulletins. Let us go on translating into many tongues our municipal bulletins, our health and child-welfare notices, our recipes, and touch the foreign woman “where she lives.”

*The librarian.* The librarian lives in a community look-out, and, if she is “human,” may be a very valuable aid and adviser. In many places the library is the only community club besides the saloon. Foreigners who are anxious to learn English often come there to read, the less timid make inquiries at the library.

as to the proper place to get information about naturalization. Posted especially on this work, the librarian should either be prepared to give the information herself or to send the questioner where he can get it.

*The business man or merchant.* Men in trade with big interests realize that it means better trade relations if every person in the town is able to speak English. Not all of us, however, have realized that it was just as necessary for American-born persons to understand the ideas of the foreign-born in order tactfully to deal with them. The merchant on a naturalization committee should be ready to induce other business men to back up the community in the expenditure of necessary money for employing special English teachers to be sent out of the schools, if necessary, to teach the foreign-born. At times business men will be asked to give room for window displays, etc. They have more contact with foreigners than any one else and that representative may be depended upon to act in an advisory capacity to the committee. In some towns it has been considered advisable to appoint a German-speaking person on the committee of naturalization.

*Chamber of Commerce.* If the business man does not represent the town's business organization it should have a separate representative. Often this body has been engaged for some time on the *information* end of naturalization. To a group which wants to use every avenue of approach to the foreign-born in the community, an information bureau in good working order

is a first necessity. If there is no other and the Chamber of Commerce is willing to assume responsibility for giving out all the necessary information about taking out papers, etc., especially if it is willing to look after the publicity for this work, it can be of the greatest service. Publicity is indispensable. However the naturalization committee is arranged this should be definitely provided for.

One of the first things with which a naturalization committee should familiarize itself is the number of immigrants and illiterates in the locality. To provide sound education for both, necessary state legislation must be considered and local policies shaped which provide for all the classes under consideration, but education alone will not turn the trick. Discuss the terms of future immigration.

Our new Americans should qualify by service for the prize of naturalization. The progressive community offers many activities which are a practice school in citizenship. If we show them what needs to be done and ask them to help, they will more than make return for the opportunities we can offer and we shall find them reconciled among themselves and united, in truth, with us.

## CHAPTER XXIV

### RE-DIRECT EDUCATION

PERHAPS the most immediate of our readjustment tasks in regard to education is the back-to-school movement pushed by the Children's Bureau. Throughout the next few years, especially, we must endeavor to help those children whom the war forced to go to work. The increased number of working papers granted to children not yet over fourteen tells the story. Every one of these children should be found and some effort made by the community to see to it, if possible, that he secures some additional training.

In many cases the provision of a scholarship which will offer the family a small amount of money, will enable them to put the child back in school. Finding the money for these scholarships is a community task.

A scholarship fund would naturally be the outcome of the first efforts of a special group or committee which had education in your community as its first interest. And scholarships would be provided, if the ideal were to be attained, not only for your working boys and girls but for those soldiers whose illiteracy or inadequate education was an embarrassment not only to themselves but to the Government. The De-

velopment Battalions in the great cantonments and overseas began the training of a great many men. By reason of our rapid demobilization these courses could not be finished. The proper way to finish them is, of course, for each community to secure special opportunities in schools or colleges for those who wish to continue their study.

To accomplish these two tasks, an educational committee should be assembled in the same manner as other committees. The Board of Education, colleges, industries, churches, and associations which have a particular interest in the subject should all have representation. While such a committee will deal at first with reconstruction matters, it must set its face towards constructive peace-time changes in our educational methods and manners.

We do not merely want more of the same education but better children. Affirming that our children have "a right to their needs," Marietta Johnson, of the Fairhope school, defines these needs, "to be well, happy, intelligent, and sincere." She asks pointedly, "Are your schools making them so? When they do this we shall have a true democracy."

Radical changes in our educational investments certainly impend. It has been demonstrated in at least one economically run camp school that children can be well taught, given the simple hygienic, mental and medical care the ordinary child needs, provided with a good lunch—nurtured—for a sum slightly less per

child than at present invested in school plants and teaching for five hours. The children were healthier, happier, more avid to learn.

The best educators all willingly admit that improvements must be effected in our schools. Even those who believe most firmly in the old-fashioned "discipline of education" perceive the advantages of outdoor schools. But the fact is that even if we are convinced by our radical educational leaders that "the untrammeled vista" for the child will be effected when all examinations are eradicated, that a complete release from tasks and desks will assure his health, and that happiness and intelligence will be produced by new methods, we still cannot at once, if we would, apply in any wholesale manner the arrangements which have worked so well with small groups in small places. Therefore, whatever the local consensus of opinion is concerning the future of the schools, it is worth while to consider the following scant outline of planks for an educational platform.

To broaden and make more flexible our school system; to offer instruction which will make "free citizens" who think clearly and act responsibly.

To invest in buildings which may be utilized as community centers, but which will not be so costly as to prevent more direct investment in the child himself.

To secure continuation classes for all our young people up to eighteen, whether employed or not, at least eight hours in each week.

To raise the minimum of education demanded. Recently enacted statutes require that educational facilities be provided for all those up to the age of twenty-one who have not the attainments of a pupil in the fifth year in our elementary schools.

To reorganize our secondary schools to "focus" secondary education upon such great social objectives as health, citizenship, vocation, worthy use of leisure, and "ethical character."

To imbue the higher schools and professional colleges with the same ideals—to socialize students by the use of clinical or shop methods in connection with training; i.e. to give the doctor the point of view of public health rather than merely the "case angle" on medicine; the lawyer, likewise.

To make physical training compulsory. The proper sort of physical training is a splendid preventive health measure.

To extend ungraded classes to all children with mental indigestion or slow wit.

To consolidate rural schools so that children may receive advantages at least equal to those of city schools; to maintain a "teacherage" or "school manse" close by.

To raise the pay of teachers at least above the average attained by elevator operators.

To assure equal pay for equal work.

To raise professional standards higher.

To establish more county training schools.

To provide special training for the teachers of the foreign-born and the negroes.

To improve negro schools to a like degree and carefully to inspect them.

Our Chambers of Commerce are advocating such

changes as those suggested in the appended questionnaire, prepared in Spokane. What questions would your committee change or add?

Should not more attention be given to commercial geography, with a view to developing a future generation of business men trained to view the markets of the world?

Would it not be a good idea to teach students more of the economic side of life, the effect of trade and commerce in developing nations, the value and obligations of transportation, both land and water, also foreign trade and commerce?

With the settling up of our vacant lands and the opportunities for easy money in prospects and mines becoming less, is not the young man of the future going to find keener competition and harder struggles in securing his foothold in business? On this account, is it not necessary that our school be prepared to turn out graduates, better equipped as business men, with more thoroughly rounded ideas of life and business and broader visions?

With this in view, should not the present business men, instead of leaving the instruction of the youth to professional teachers, take an active hand in developing the younger generation, by taking them singly or in groups into their business establishments for a few hours at a time, explaining business methods and practices, also by meeting and talking with the students—in general, taking a fatherly interest in the development of the future business man?

The National Bureau of Education is urging that the schools of higher education, in view of the coming commercial struggle, give special attention to industries and commerce, to training students in scientific, mechanical, and agricultural knowledge, and also in civic and political life

of the nation. Should this suggestion be followed in this State?

In view of the developing trade and commerce with Asia and South America, should our schools of higher education devote special attention to teaching the Russian and Spanish languages, and trade opportunities across the Pacific?

We are advised that Germany is today giving special courses of intensive training in Spanish and Portuguese and the commercial geography of South Africa. Should we not be prepared to meet that threatened competition by developing foreign representatives in our schools?

Recognizing the growing importance of trade over the Pacific Ocean and the fact that business competition and clashes between nations lead to misunderstandings and wars, is it not important that our schools of higher education devote special attention to teaching the modes of living, business methods and policies, the ideals, aspirations, and ambitions of the Asiatic nations, particularly the Japanese?

With the northwest standing at the point of contact between the two civilizations of the East and West, would not a more thorough understanding of our neighbors across the Pacific help to relieve unnecessary suspicions, bring about a better and more mutual understanding, and be an important contribution to the insurance of the future peace of the world?

The foregoing questions bring to mind a scholarly man, who, when the armistice was announced, sighed aggrievedly, "Think of it! I have just received a wonderful globe as a wedding present."

"Jingo!" rejoined the young girl with him. "I

sure am sorry for those kids who are studying geography!"

The globe business will not take any considerable spurt until after the peace terms are signed. School children, if they are for the present released from the responsibility of remembering the boundaries of European countries, are employed by an entirely new study. It is a distinct mark of the time that boys and girls are now receiving their first lessons in labor questions. A set of labor lessons has been prepared by the Department of Labor.

At the same time that children are learning that the industrial training of workers reduces the labor turnover, elementary facts are instilled into their minds about the **WORKER IN OUR SOCIETY**, **WOMEN IN INDUSTRY**, **CHILD LABOR**, **THE HUMAN RESOURCES OF A COMMUNITY**, and **THE WORKER AND THE WAGE SYSTEM**. Conservation courses especially prepared were in order during the war. Doubtless these, prepared for war, will be no less timely during reconstruction.

Your educational committee will probably set about liberalizing public opinion in many ways and spreading propaganda concerning new standards in education. It may obtain perhaps its best results by persistent extension of the various forms of popular education which reach the entire public, serving partly as entertainment and partly as information.

The great advance which has occurred in such exten-

sion education is that it has persistently carried ideas of universal training for citizenship. Popular education ought to be one of the greatly stimulated industries after the war.

The National Service School in Washington, with its courses in vocational training, the canteen courses at Lewis Institute in Chicago, the agricultural courses at Wellesley, the industrial health course at Mt. Holyoke, the short courses in naval architecture at the Universities of Washington, Texas, California, Michigan, and the Massachusetts Institute of Technology, the industrial and civic courses of the New School of Social Research in New York, are some of the larger expressions of the demand for popular courses to be taken in a short period. Every community of any size in the country offers some sort of special education. Wherever vocations lack workers, the community must exert itself to offer training to meet the local need.

Find out what the community can absorb in the way of education and keep just a step ahead of it. We all love something new. A lively education committee, by keeping in touch with the universities, technical schools, the great free services of the Government which offer speakers, films, and exhibits should coöperate with recreational workers and plan to furnish information in the most entertaining manner possible.

A Study-the-Law group is a good idea for a sub-committee. All sorts of laws may be included and sum-

maries of important laws made for the appropriate committee or organization interested.

A Woman's Institute for farm women may utterly change the aspect of country life.

Women are clamoring at this time for mechanical education. What facilities can your community devise?

Have you traveling libraries in your state? Do you know whether these offer collections of books on all reconstruction subjects? California sends out lists of books on motherhood, milk, care, training of children, social hygiene, and similar topics.

If you would be a volunteer in educational work, what do you know? There will be many sorts of improvised classes to teach. Can you impart your specialized knowledge in a practical way? Have you a trade that you could teach boys? The new direction for education is from the school room to the garden, or the shop, from the desk to the carpenter's bench or the sewing class; in a word, from books to learning from life itself.

We cannot make too strong a plea for higher standards for teachers, teachers who can utilize outdoors or industry or society as sources as well as books and can teach ideals as well as formulas. All of us, as teachers, may impart full patriotism to our given tasks. Most of us do teach in our homes, our shops, our factories. Besides instructing in the best technical

methods we know, if we can but enrich America by adding a bit of the essence of what are nationally our best qualities, our tolerance, our free-mindedness, our humor, our education will attain superiority and Americanization will be an intuitive, painless process.

## CHAPTER XXV

### ORGANIZE SOLDIERS OF PEACE

MRS. LEGION won't shirk her job during reconstruction. Who is Mrs. Legion? She is one of the chief by-products of the war.

Her kitchen girl had left her and she had all the work to do  
Upon the day the plumbing broke, and let the water thro'.  
The baby had the chickenpox—she had to go to see  
The doctor on the subject, and she fell and sprained her knee.  
A passing doctor brought her home—the fire had gone out by  
then;

She ate a frigid meal, and then she got her ink and pen—  
And wrapped a shawl around her and beneath the evening lamp  
She wrote a letter to her Man, a soldier down in camp.  
"Dear John: Your loving letter received today, I hope  
You're well. I keep so busy that I have no time to mope.  
The weather's cold, but beautiful, and spring is on the way,  
The baby's got a tooth. I took a trip down town today  
And Mr. Johnson picked me up in his big motor car  
And brought me home—you can't believe how kind the neighbors are!"

Baby and I've decided we will lead the simple life  
And stay at home for quite a while. With love,  
"Your wife."

Her name is Mrs. Legion and she's quite well known to me.  
Her husband is a soldier of his Country—so is she.

(Ted Robinson, *Cleveland Plain-Dealer.*)

Mr. Legion has come home. Mrs. Legion finds him

changed, in most cases ennobled. Both of them feel warm toward the world, which, by fortune of the war, they are to enjoy together after all. They are ripe for community work that counts. How are they to go about it?

There should be ready, most certainly, some inclusive community organization which knows all the reconstruction jobs to be done and how to fit the worker to them. That organization must be residual, impartial, trusted. Democratic in its spirit, it should exist to map out essential community tasks, to plan campaigns, to schedule or calendar all campaigns. It is important that the aim of this organization should be the full and free development of your community and all its people, as distinct from the "welfare" organization.

For this purpose no agency is more useful than the Community Council, an organization to register all citizens for service. A community council federates and relates both organizations and movements. Properly organized it offers a new democratic medium; it is a "social invention" of a high order, a glorification of the old town meeting. Its purpose is "to make citizens partners in collective enterprise" without regard to race, sect, creed, or nationality. It does not in any way impair the effectiveness of the work of the existing organizations and groups which become interrelated through it. The council is a clearing house for any

sort of desirable activity, rather than a new organization.

If you have a Community Council in your town, organized in the right way, it will be able quickly to absorb Mr. and Mrs. Legion. It will launch the town's reconstruction program and engage all groups and individuals in putting it through. It is not organized in the best way unless it has both an Advisory Board and a Governing Board. The Advisory Board is composed of representatives of every organization, labor, political, business, municipal, fraternal, religious, educational, social, patriotic. This Advisory Board may meet together or sectionally to agree upon any given plan, submit it to the Governing Board; and, if approved, a community-wide campaign may follow. The Governing Board is elected by the members of the council at an annual meeting, as usually prescribed in the constitution. A model constitution has been prepared by the Council of National Defense. Leadership will thus be offered by the Advisory Board and citizens should be recruited for service with especial consideration for the kind of work they want and are fitted to do.

In the foregoing chapters each of the main jobs has been outlined separately, so that if any community has not yet found that community participation is the best way to accomplish a given end, a special group which includes all interested agencies and preferably always one

or two additional persons who represent only community interest, may be assembled under the leadership of any appropriate person and go to work. It has been uncharitably said of one great social worker that, "He is quite satisfied as soon as a committee is appointed. That is his idea of work." It is a common failing which must be guarded against. Foreseeing the task, committees only make plans; organizations and enlisted forces do the work. Agencies recruit men, women and children, imbue them with ambition and arouse responsibility for the execution of the piece of work with which they are entrusted.

Suppose four or five of these tasks are undertaken in a place simultaneously. Before long need for conference is sure to be felt. If it occurs, as it should, what have you? A council, which serves for the time being to "clear," to make orderly the plans for your several activities. To keep them orderly, to centralize the necessary information, and to render necessary work permanent and full-bodied, an enlarged council is called for. The several nucleus-committees may appoint representatives to the Advisory Board of a Community Council.

In some towns Community Councils have discovered or uncovered a social consciousness quite unsuspected and significant. For it is not the coördination of agencies but the coöperative action of people in neighborhood groups which is the first end a Community Council serves. Compared with the development of

a neighborhood conscience nothing else is comparable. Federation, overhead services of leadership or organization, and the use of public buildings is important and necessary enough; but the breath of new life lies in the assumption of greater responsibility by the community, expressed in a readiness to undertake any job necessary to the best interests of the whole.

Throughout the war period, or the latter portion of the war period, Community Councils mushroomed up on every hand. "Unique, powerful, flexible" the Council of National Defense system had grown until in November, 1918, it claimed 4000 major councils, which subdivided into more than 150,000 units.

The chief lack of the average community before the war was direct Government information. No channel existed between the various departments and the people through which bulletins could be regularly sent. The Council of Defense opened such a channel, completely impartial, unpolitical. A bulletin or letter service was commenced which carried constructive suggestions simultaneously to each of the states. A wire news service directed a corps of expert publicity men, at least one man in each state, so that the people were no longer dependent entirely upon the whim of the Washington correspondents or the censorship of the local editor for the dissemination of Government news, and a fortnightly journal gave exchange news of the Councils in the several states.

When a particular piece of work demanded the con-

centration of forces to be enlisted in each locality, word went by wire or by mail through the entire system. The Community Council, knowing all local agencies, was usually able to secure consistent effort and accomplish tasks which would otherwise have been practically impossible. People who belonged only to static organizations could depend on it for leadership; they could work for the time with an active group on a definite piece of work.

The tale of achievement by Community Councils all over the land is astounding. There is nothing they did not do in the way of war work. There is nothing they cannot do in the way of reconstruction work, either local or national in its origin. Instead of being councils of defense they now become Councils of Reconstruction or Coöperation. Under date of January 17, 1919, the Council of National Defense issued an analysis of the national need for them, and set forth the best legislative chance for securing permanent leadership for them.

It said in part:

Community councils are the unit of the council-of-defense system upon which, more than any other, depends the successful conduct of the work now in hand. Since the emergency work of the period of demobilization is more local and decentralized than the emergency work of the war, community councils are more needed now than ever before. They are needed not only to carry out the work of the State councils of defense and State divisions of the

Woman's Committee of the Council of National Defense, but to strengthen the hands of every federal agency, and to weld together in understanding, sympathy, and unity of purpose and effort, the work of all official and unofficial agencies in the community during the present emergency. For the purpose of the present national and State programs alone, every effort should be made to maintain at full efficiency a state-wide system of community councils. . . .

*Community councils, however, are of more than present value. The community organization which they have initiated is a permanent need of the United States, and permanent provision should be made for it by legislation.*

Community organization will bring into our national life a much-needed element of coöperative endeavor and civic orderliness which will go far to make our Government both democratic and efficient in public service. It will provide a ready contact between the community and the forces of the State and union, so that each individual in the community can be brought into more intimate contact and working relationship with the work and problems outside of his immediate environment so that the voice of the community may become articulate on State, national, and community affairs, and so that at any time the assistance of all members of the community can be quickly mobilized by the State or nation to meet new problems and emergencies. Finally the organization of the community will increase the richness and purposefulness of the life of the members of the community brought together in a common interest and in the fellowship for common aims and ideals. To secure the gains in community organization which have been attained through the development of community councils and to provide for permanent community organization in your State is thus of great and enduring importance.

*We therefore earnestly recommend that you secure the enactment of legislation which will provide for the development of community organization and for permanent State leadership to all organized communities.*

We suggest that such leadership be vested in a bureau or commission composed of representatives of those State departments—such as the departments of agriculture, labor, and education—which will come in most intimate contact with the small communities. By this means the organized communities will be made of most direct assistance to the State executive departments, and these State departments made of most assistance to the individual communities. The statute creating such a community organization bureau should provide for a central executive office, and, if possible, a staff of field workers. The aim of this bureau should be to develop in each community, out of all existing organizations, and utilizing community councils, farm bureaus, Red Cross Chapters, or community centers as nuclei wherever they exist, well-rounded, organized communities. When such a bureau has been established, the State council should arrange that the community councils, now reporting to it, are transferred, with the good will of the State council, to the permanent bureau of commission.

Furthermore, the State council should immediately communicate with its community councils and urge them to consider themselves as permanent institutions and begin now to make sure that their organizations include all individuals and all agencies in the community, that it is truly democratic in character, and that it is bringing its forces to bear now upon local and permanent community problems as well as upon the problem arising out of the war.

Even if legislation be found impossible to secure, each community council should be urged to become a permanent

organization and through some other means permanent leadership should be provided.

Through such action the State council and State divisions of the Woman's Committee can conserve to posterity the new unity which has been one of the most signal benefits conferred upon us by the war and which is, as President Wilson has said, "An advance of vital significance . . . which will result in welding the nation together as no nation of great size has ever been welded before."

To replace the large staff of the field division of the Council of National Defense at Washington, an Inter-Departmental Bureau will probably be created to transmit to the states bulletins upon the measures fathered by Government departments upon which the help of communities is needed. Ultimately, the Councils may be consolidated with Community Centers. These "little democracies" are also a large system, coming under the direction of the Bureau of Education. Being a creation of a single department of the Government, they have never served so large a purpose as the Community Council. They have not aspired to vital relations with other federal agencies. Other Departments have good experimental plans, also designed to create a "local, conscious community organization so constructed that it can take up one after another any questions that may arise, or that any group in the community may raise." The Labor Department's experimental community scheme being tried out in Phila-

delphia is specially designed to secure group or vocational organization.

Whatever the community organization is called, council, center, committee, if it be an agency with dynamic ideas which will content itself with nothing less than vital relations with state and federal governments and all existing local organizations and "unorganized" individuals, it may become a true council for the community. There is no doubt of the welcome which those with open minds and hearts will give it, and there is no doubt that it can do much to perpetuate and extend the beautiful spirit of service we have lately developed, employing our released energies.

All the great group of agencies have become imbued with community ideas, such agencies as the Red Cross, the War Camp Community, the Y. M. C. A., the churches. Happily, many of these organizations, even those autocratically governed, have displayed greatly enhanced vision. The "Liberty" sectarian or non-sectarian inclusive church has come into being. Broadened efforts to give service to entire communities independent of church membership bespeak important new ideals of religious education. With the idea of community solidarity to win the war, the lions and the lambs have forgotten their rôles so far as to be threatened with community peace; the Catholics have worked with and for the Salvation Army, Christians for Jews, and all of them together for mutual good. Community pride and competitive spirit with neighboring

communities play an increased part today in the plans of all the great organizations. It is a happy omen for our national work.

This splendidly helpful spirit, however, does not make the Community Council herein proposed less important. It is an expression of the newly-demonstrated principle that men and women must work together, as they naturally did during the war, on the broadest lines, to effect true well-being. War organization which may be useful for any reconstruction job should not be scrapped. Of course if the work can be done harmoniously with one organization where three grew before, combine. Seizing the good feeling which now exists, if the neighbors continue to come out, continue to demand organization based on the mutual interest of all associations and on the representation of both men and women. The opportunity now patently exists to lift communities to a splendid new peace-time power.

Council organization during the war was extended in many cities down to the blocks. The smallest units which came to the writer's attention were the "Food Thrift Tens" of Providence, Rhode Island. Block groups worked to great effect in the various campaigns. In Des Moines, for instance, through the "beneficent block system" each ward was captained and in each block a lieutenant was appointed, a woman ready to go round the block at any time to gather information or do a definite piece of work. Let any quota be assigned and it was soon in fair way to be doubled. With

the Children's Year assignment, twice as many children were immediately registered as had been expected. When the nursing drive was on, 600 nurses' addresses were procured in twenty-four hours. When canteen workers were wanted for the State Fair, the troop trains or the Liberty Kitchens, the captains and the lieutenants found them at once. In the follow-up work for the Children's Year, the lieutenant became the Health Sergeant and, in a section of the city where free clinics were established, it was her duty to encourage mothers to take the children to the clinics, and she also reported to the superintendent of the clinic which families needed encouragement to keep the children well.

The success and almost unbelievably simultaneous action which resulted lifted the *morale* of the city exactly as the *morale* of troops is exalted when they succeed in an attack.

"We can do anything now," said a Western woman. "We found that once we had our blocks organized with good leaders all we needed was a ringing order. Sympathy swung the job through."

To continue getting results we must continue to use broad-spirited methods on a community, a vocational, and if the work warrants it, on a block basis. Even without organization, block-feeling strongly demonstrated itself in cities during the war. As though to disprove the myth that there is no neighborhood spirit except in small places, people of all nationalities, all

faiths, all races, suddenly exerted themselves in New York, throughout the fall of 1918, to hold "block parties" in celebration of their one common interest—their sentiment for their men in the service. They came. They celebrated in a hearty manner, with speaking, dancing, and ceremonious raising of a service flag. Then it was all over; for lack of organization they did nothing more. None was ready to busy them with plans for some other common interest.

The community is a combination of many such blocks and industrial groups and associations. Only the community can *relate* all the work which needs to be done in it. And the ultimate value of community organization is in no small part that it does relate and render harmonious the work on various lines, housing with Americanization, health with employment, re-creation with education, etc. When all forces find themselves working to mutual ends it becomes possible to diminish suspicion, jealousy, and inefficiency.

If a council or its equivalent already exists and block organization is being considered, examine the shining example of the "Social Unit" of Cincinnati. Its block organization comes near to proving that by this method we can carry out permanent civic work so effectively that it might in the future pay even to decentralize city government.

The rural Community Council has already a brilliant record. The excellent advice, "Some Things to Remember," from the excellent brochure of E. L. Morgan,

published by the Massachusetts Agricultural College, will help in some particulars city communities as well as rural ones.

Get the community planning idea, talk it, work it.

Take the long look ahead into all community affairs.

Get everybody out for the first mass meeting. You can't convince people who are not present.

Don't get discouraged. It takes time to bring about maximum efficiency.

Study your town. Make plans meet actual needs. Call in outside help.

Plan some project in each line of improvement, such as agriculture, education, the home, health, etc.

If one organization becomes responsible for a project, back it up and help carry it out successfully.

Committees are not to do things but to work out projects to be carried out by the organizations, and volunteer forces.

Your community has its own place to begin. Be careful how you start. It is better to do one or two things well than to undertake too much.

Get the best possible advice in working out projects. Help can always be secured from your Farm Bureau and your Agricultural College.

Be sure of the success of the first project attempted. Do not let it fail, for upon its success may depend the continued interest of the community.

Community organization is not "just some newfangled notion." It is merely the most efficient way of doing things. It has stood the test of time in Massachusetts. It has made good.

The council should meet once in three months and plan the carrying out of projects.

Mr. Morgan also points out how rural community organization along new lines gives purpose to the energies of the community. "The community is connected with the sources of continuous help—the Farm Bureau, Agricultural College, State Department of Health, State Board of Agriculture, State Board of Education, the Society for the Prevention of Cruelty to Children, County Y. M. C. A., and many others." It may secure the best available advice at all points.

"Guessing is eliminated, since projects for improvement are based on facts. . . . One-sided development is avoided. . . . Self-interest gives place to community interest. When this community of interest is developed it causes many forms of local coöperation to follow naturally.

"The community improves by methods similar to those of a careful business manager;—long-term planning, constant watchfulness striving toward perfection in all departments, and through coördination of all."

Charlotte Perkins Gilman has suggested that a set of standards be compiled by which to judge a community's merits. Self-inspection blanks might be prepared; so many points awarded this, that, or the other achievement. If communities could judge their own lack of excellences in any broad-minded way they would be spurred to emulate the best methods. We have often had tentative questionnaires dealing with the successful business development of a town, "What has been the increase in population in ten years? Have nearby

towns increased more rapidly than yours? What are your trade possibilities?" The Children's Year plan formulated certain interesting social community questions, and doubtless we may expect in time from other Government sources similar aids to self-fulfilment. May they result in competitive interest between communities which will tell a practical story of increased happiness and aspiration!

The team play of communities in America is one of the most inspiring phases of the war. The way leadership evolved in any given area—the block, the village, the county, the city, or the state—was no more surprising nor gratifying than the really noble way in which multitudes of workers turned out. Not for a title, not to boss a job, but just to act as privates in the rear ranks, like Mr. and Mrs. Legion, to bring anything they possessed, money, trinkets, goods, and, best of all their own hands and hearts—that was a record of acknowledged obligation and constant, intelligent service of which individualistic America may well be proud.

Mr. and Mrs. Legion, soldiers of peace, have only to be convinced why community work should go on to go through fire and water to push it on. And the clinching reasons why it should progress is that it is only by such readiness to claim and defend our common rights, that very readiness which, in fellow-citizenship, sent us across the seas to fight the Hun, will avail to secure economic and industrial democracy.

## CHAPTER XXVI

### YOUR PUBLICITY AND FINANCE

To succeed in community enterprises the application of the lively methods of the War Chest and Liberty Loan will go far. The latter became as highly specialized as corporation business. The science of publicity is many laps ahead of what it was in 1917 and invention has not ceased!

Few towns of any size have been without their Speakers' Bureau. The Food Administration, the Liberty Loan, Council of National Defense, the Committee on Public Information have had information bureaus, speaking organizations, and both paid and volunteer publicity services which have enormously aided in simultaneously reaching all groups of society. The Speakers' Bureau is an indispensable part of publicity. Any live community ought to keep an up-to-date list of people who can speak on reconstruction campaigns and community interests, of public servants or regular lecturers who may be depended on for special talks. During reconstruction, speeches will be especially needed on employment and labor, vocational rehabilitation, Americanization—in fact, on practically all the matters touched on in this book.

Four Minute Men and Four Minute Women should not disband, because they will be needed for new purposes.

More necessary than ever is an Information Bureau. Its materials should be gathered and classified in a "functional file," on general subject headings, sub-heads, source, and date of the information given being carefully preserved. This Information Bureau should in reality be the heart of whatever community organization there is. If you have a community council or center you will be in direct touch with Washington and may obtain the latest information from Government departments and semi-official organizations. This is the first class of material to gather. Quite as important is information about state and local organizations, what their special campaigns are and for what types of occupation they want volunteers.

To be locally indispensable an information bureau should have full information about each district and neighborhood in the town, or, if there are many communities in a city, the specific information in any given community. In case a drive is under consideration, the obviously interested personnel of a neighborhood may be promptly called on and assistance from the rank and file obtained. If a central bureau in a good-sized city is able to territorialize any given piece of work, tell what church and labor centers, what school house, what town officials, what society headquarters, what leaders are to be found in any given region, the

usefulness of a Council Clearing House will be doubly established.

In many a small town there is a man or a woman whose chief occupation in leisure time is that of being a social convenience—usually a person who knows a little about everything, a good deal about humanity, and who has the happy faculty of bringing people and work together. Ideally, such a person should be secretary of the community information bureau. At first he may work with only a card index and the shelf of books or pamphlets of most importance. Funds of information may, however, already have been collected in the town—if an extension Employment Bureau has gathered general material, or an Americanization committee, or the Chamber of Commerce. If these can be pooled, so much the better. If your information bureau is begun as a voluntary activity and grows large enough, secure financial support to make a business of it. To give full-fledged service to the public, letter-writing, investigation, classification, and giving out the actual information requires a staff.

Publicity work necessary to community interests is one of the most important reasons for the existence of such a bureau. Every campaign, even a minor one, requires announcement, advertising, and various features. For places too small to have an expert publicity service, excellent suggestions of "**WAYS TO AROUSE THE INTEREST OF THE PUBLIC**" were prepared during the war for the volunteer publicity chairmen of the

Woman's Committee, Council of National Defense. The information bureau will often act as the handy library to supply material to publicity workers. When a Government activity is to be started, the secretary will have all Department letters and documents and should be able to point out local phases, as well as interested persons who might be interviewed.

The mechanics of publicity, no matter what the size of the town, will be useful knowledge to community workers. For a large city, no more suggestive ideas, either on publicity or finance, are afforded than those of the "Columbus War Chest." This War Chest was the forerunner of a great series of financial campaigns throughout the country. Its task was to solicit contributions for all organizations and societies from all the city; to disburse the funds collected in an equitable manner. Not only as a means of raising a very large amount of money but as a way to prevent confusion, waste of effort, dissipation of resources, and to reduce the number of money-raising campaigns, the War Chest proved an immense success.

Its plan was to bring all the agencies together and, in general and in private conference, to work out the plans for collecting and disbursing funds. Any cause which could give satisfactory evidence that it was "necessary, worthy, properly administered, and that the amount sought was just" was urged to give its help and receive its share.

Having secured the support of all the interests

through preliminary negotiations, a plan in writing was laid before the Mayor of the city by the Chamber of Commerce. He appointed a general committee. Then a comprehensive, cleverly-devised plan of lively publicity was launched. The propaganda and advertising features throughout the entire campaign were exceedingly attractive. The methods will bear more copying.

“In developing publicity work in connection with the campaign,” reports the Columbus Chamber of Commerce, “two things were found to be absolutely necessary.

“First, a definite program mapped out in advance, which was strictly adhered to until the campaign closed.

“Second, a definite and rather large organization so divided that one person would be held comparatively responsible for each specific job, but so organized that a single general executive would be in complete touch with his work at all times, so that his effort might be connected with the general publicity and organization scheme.”

In brief, this scheme was calendared. In the period between December 20th and January 26th, the development of the War Chest organization was reported; the meetings of the executive committee, and facts about the personnel which not only impressed the community with the size and importance of the job, but “made the individual feel that his own particular task was indispensable, and that the community and personal friends were watching and checking his work. Dur-

ing the latter part of January for several days stories were given out to the effect that the committee was on the alert to discover the twelve biggest calibered men in the city to direct twelve general War Chest divisions. When these divisions were started the same policy was carried out in wards. When a ward captain was appointed an effort was made to get the papers to use his picture."

The next period was only four days, but the plan this week reserved for "cold-blooded, logical statements of reasons why the War Chest was the best plan in Columbus." Newspaper display and full outdoor advertising and every other possible means was taken to reach the public with its explanation. A slogan was started.

The third period immediately preceded the money raising. "We simply forgot logic and argument, and turned our attention solely to the red-fire, flag-waving, sob appeal. So far as possible we permitted no argument relative to the value of the War Chest to creep into the papers from this date forward . . . our effort being so to saturate the town with the war spirit that they would forget everything else."

Quotas assigned to states, towns, or families have been again and again proven the best way to secure money; quotas of babies were set for each state in the Children's Year, quotas of bonds to be sold, quotas of surgical dressings. To fix quotas for persons of varying income required in Columbus the careful analysis of

the income resources of the city. A table of percentages it would be necessary to reach if three million dollars were to be subscribed by citizens was carefully worked out.

“It was the problem of the publicity division to sell this plan to the city, and it was a mighty ticklish proposition at the start. To give it a sugar coating, we approached it from the “One to Thirty-one” angle. It was found that the percentage necessary to secure from the working people with incomes less than two thousand a year, was practically one day’s pay per month. In searching for a slogan which would express this, one of our workers hit upon the formula, “One to Thirty-one.” At the proper psychological point this mysterious slogan was introduced. The city and county were plastered with those numerals, and within twenty-four hours the town was buzzing with inquiry. Cartoonists played up the idea and feature writers made it the basis of numerous stories. Just preceding the campaign the official explanation was given. Three dailies played up “One to Thirty-one” across the top of their front pages. It became a big news story of the week. The Sunday papers immediately followed with a further elaboration showing how “One to Thirty-one” worked out.

The fourth period was the campaign itself. Blotters were distributed as reminders the first day. A party of returned Canadian soldiers who were appealingly disabled, were a most effective feature, and their appear-

ance was timed most carefully. The War Chest bought separate newspaper display space and used all of their available billboards for welcome notices. The announcement of their coming was extensively printed. Their arrival and the whole of their entertainment was most carefully arranged and bulletined. Then Sunday newspapers carried a prominent story showing the maimed Canadian boys and making an appeal to every man in the city to give in ratio to his income.

“It worked like a charm. Instead of discussing how much money the city should give, thousands were discussing these Canadian boys and the sacrifice they had made, and sacrifice our boys would have to make when the Americans really got into it—and everyone commenced to figure how much he could possibly spare for the War Chest.”

The detail of the publicity work was handled by several committees, advertising, printing, copy department, decoration, and moving vehicles, street cars, stores and down-town display, motion pictures, decoration. Every committee secured thorough coöperation of various agencies through which it naturally dealt. The city was a mass of flags during the week of the money raising. Motion pictures and Four Minute speakers, loose-leaf inserts in the theater programs, banners on the street cars, posters, booklets—nothing was neglected.

One great feature of War Chest Week was a tag day

during which the taggers refused all offers of money. They pinned on each man a yellow War Chest tag with the uniform phrase "Wear this today for me." Refusing the money made a great hit. It was done to emphasize the point that when the War Chest was filled, money-raising tag days would be things of the past. Campaign music, county advertising, and "stunts" were not neglected. Humorous advertising helped to set the whole city laughing. Altogether the campaign was so ingenious, so well thought out, and so well driven that it is no wonder that the city far exceeded its limit. It set a pace which caused the immediate duplication of the War Chest in many towns.

The mobilization of money requires ever-new advertising or publicity devices. Whether your community effects a full-fledged organization for a *Victory Chest*, or creates a Financial Service under the community council, or some section of it merely depends on a sale of "Pat-a-cake-Babies" like Medford, Massachusetts; or gets up a cotton-picking party like Shreveport, Louisiana; or a "pick your pound" wool-gathering expedition like a town in the Western sage brush, *don't "keep it dark."* Even if you have no paid publicity worker, get your plan before the general public, not in one but in a variety of ways.

Dramatize your plan. Utilize good incidents continually to get your stuff into the newspapers. If you

haven't a local feature, weave in foreign material to add interest. This unique item appeared in one small-town paper.

"A letter from British East Africa to an Australian paper tells how the natives were taking an interest in working for a bazaar they were to give. While they were working for it, a stray 'hippo' wandered up the village stream and broke up the party, because the natives all started out to head it off and kill it. The Community Service is planning a bazaar October 10 at Odd Fellows' Hall. Mrs. \_\_\_\_\_ told the foregoing story and remarked that she was very glad there were no hippos in America, as the Community Service wants the public to come and to stay."

Publicity workers may have to be exceedingly adaptable, able to handle anything from gossipy local items to sober Government stuff. It is extremely important that most of the Government material which comes to the information bureau should be impartially disseminated and interpreted in an unbiased manner. "The individual worker," says Arthur Henderson, "or for that matter the individual statesman, immersed in daily routine—like the individual soldier in a battle—easily fails to understand the magnitude and far-reaching importance of what is taking place around him. How does it fit together with the whole?"

If important Government bulletins or news come into the central hopper of an information bureau and if publicity workers of the community regularly see the

mail there before it is filed, that which is important may be selected and called especially to the attention of local editors, and some interpretation given. For lack of proper "localizing" or expressing the national need in terms of the local situation, much important material from Government sources has failed to get into the press. The time may some day come when each community itself will own some organ of publicity in order to print what is really significant. Certainly information, too, must eventually be regarded as a public utility. To disseminate news that is not news will then be a punishable offense. No more "mistakes" about an armistice! And to publish news that is news will present no obstacles.

A publicity service or committee has an extremely important part to play, whether in the strictly legitimate business of getting material into the newspapers or directing the general advertising that goes with a war or Victory Chest campaign. The mere supervision of solicitation of funds, which should be undertaken, according to the Council of National Defense, will make news.

"During the period of demobilization and adjustment," states the Council, "each state should continue to supervise the solicitation of funds for purposes arising out of the war."

The Council of National Defense leaves entirely in the hands of each state council (or reconstruction commission) the determination of the worthiness or un-

worthiness of societies soliciting funds. In regard to local societies it is suggested that Community Councils work in close coöperation with the Chambers of Commerce. Primary conditions upon which indorsement should rest are the following: (a) Sound management. (b) Social efficiency and necessity. (c) Financial integrity.

Confine solicitation to those agencies which the State Council or Readjustment Commission has indorsed. Unless some other method is already employed the following is recommended.

Notify all societies of the intention of the State council or commission to prepare a list of approved societies.

Provide each approved society with a certificate of approval and identification cards for the use of its solicitors.

Give wise publicity to the request of your council, and to that of the Council of National Defense that no citizen should give to any organization which is not indorsed, and especially to any solicitor who does not present an identification card indicating that he is an authorized solicitor of an approved society.

In the end this is the most helpful way of being helpful.

## CHAPTER XXVII

### DISCUSS NATIONAL AIMS

“HUMAN happiness” has been declared the only slogan to which the whole of America will rise. The world knows that it has to plumb unfathomed depths of internal problems of democracy, industrial, economic, and social; it must even devise new instruments with which to sound those depths and produce more happiness.

Those communities which are avid to help must talk important matters over, discuss our tendencies and help to redirect our energies. Miss Lilian Wald recently expressed the opinion that there was perhaps no more important activity than formation of “study groups” to acquire more than a snapshot acquaintance with economics. To prepare to work as ardently, vigorously, and systematically toward the winning of peace as the winning of the war demands a clear perception of what ultimately needs to be done and the constant consideration of ways to effect it.

What are the measures, in addition to those we have already considered, which we must most obviously debate? We must judge each suggestion to determine whether the course of action indicated will stimulate

the ambition of a greater number of people and render the majority more content.

Shall we not reaffirm our fundamental principles of free speech, free publication, free meeting? Spiritual freedom is our splendid tradition. Certain suppression has existed. Prejudices obscure the future. Reassertion of these civil rights will strengthen the general confidence in our institutions.

Shall we not declare for the enfranchisement of all citizens regardless of sex? England, Canada, and France are utilizing their women as full citizens. Germany must follow suit. Shall we waste our forces?

Shall we not give justice to Negroes? "The problems of justice to the Negro include the replacement of about 300,000 Negro soldiers in civil life," says George N. Haynes, Director of the Division of Negro Economics of the Department of Labor. "The permanent adjustment of the Negro newcomers into Northern industries and community life, including many Negro women in industry; a fairer chance for the landless Negro peasant of the South; forbidding of race discrimination in public courts, public conveyances, and in national and community civic affairs; the abolition of the lynching evil and a new broad-minded public opinion which will refuse to make color a curse to any American. Several experiences like those of the War Department, the Labor Department, the Health Service, the Federal Government, and of the War Camp Com-

munity Service show that "every national and community program should adequately and consciously provide for the part the Negro should have in a new democracy of the America which is to be."

We can face peace with no better thought in the foreground of the mind than that expressed by President Wilson at the opening of the Peace Conference. "The select classes of mankind are no longer the governors of mankind. The fortunes of mankind are now in the hands of the plain people of the whole world. Satisfy them and you will establish their confidence not only, but will have established peace. Fail to satisfy them, and no arrangements you can make will either set up or steady the peace of the world."

The plain people of the world have risen as workers to ask just return for their loyal service. Fundamentally, are not their ultimate objectives bound to coincide with English labor? "The four pillars of the house that we propose to erect," says Arthur Henderson, spokesman of English labor, "rest upon the common foundation of a democratic control of society in all its activities. . . . Equality is the greatest human formula of the coming era of revolutionary changes. . . . We are moving forward swiftly toward a new era of society in which the idea of equality will govern the political thinking of all democracies."

Elsewhere masses have arisen in Bolshevism. We, accounted leaders of democratic thought, will assuredly

experience a Bolshevik era of violence, unless the reason, the justice, and warm feeling for equality of opportunity leads us to equal our great traditions by present action. Must we not give our workers full representation in the control of industry?

*Constitutionalize industry.* The Government has recognized the right of groups to bargain collectively. It has established the eight-hour day. Shall it not make the union legal, and accompany its recognition in law by new responsibilities imposed upon the labor group, as, for instance, to give a full day's work for a full day's pay, to submit every dispute for arbitration? Arbitration boards endowed with some degree of power are needed in every industry. The eight-hour day must be extended to women workers. A "dismissal wage" is suggested as an award to every worker discharged through no fault of his own. The "living wage," construed by the War Labor Board to mean the amount upon which a worker and his family are able to subsist in health and with reasonable comfort, should be assured. Wage readjustment must be planned relative to the cost of living and the standards of living should become a determinate instead of an indeterminate ideal. Human relations between employer and employé should be promoted by industrial research, analysis, and applied common sense.

To "live out" the ideals for which we have been fighting, we have before us the duty, community by community, state by state, to sign a *Magna Charta*.

Real democracy is economic democracy, a state in which the right to human happiness is written in terms of freedom and protection for every human soul.

Shall we not declare that *monopolies of any sort shall be owned and operated by the people themselves?* Many of our most astute politicians realize that the demand that the nation shall express itself less in endeavors to increase wealth and more in effort to render human life healthy and happy gives challenge to all monopolies.

*Should not food be regarded as a public utility and legally protected as such?* Government ownership of stock yards, elevators, wholesale warehouses, cold storage plants, refrigerator cars, and necessary rolling stock is strongly advocated by impartial commissions. Coöperative buying clubs, coöperative credits, coöperative stores should certainly be encouraged by the passage of proper laws and exemption of all coöperative business from taxation. Market reporting and the regulation of prices should be held to be necessary government functions.

President Wilson has urged upon Congress that *business be relieved of all uncertainty in regard to taxation during the readjustment period.* Ought not our aim, after immediate relief is assured, be to secure such graduation and differentiation in income and war taxes as "to levy the required total sum in such a way as to make the real sacrifice of all the tax payers as nearly as possible equal? This will involve assessment by families instead of by individual persons. . . . The

raising of the present unduly low minimum income accessible to the tax and the lightening of the present unfair burden on the great mass of professional and small trading classes." Ultimately must we not limit the acquisition of wealth and formulate a policy to "secure the surplus wealth of the common good"?

Is not one step to dispel the unwholesome mystery which surrounds business *the development of a body of business advisers under the Department of Commerce*, to do in the business field the same sort of work done in the farming field by the county agents of the Department of Agriculture? If they reported to the Government on the conditions they found, the Department of Commerce could summarize all the facts, interpret these to the public and make recommendations which would have especial weight. The introduction of democracy into financial affairs depends first of all upon analysis and general education.

*Should we federalize the railroads?*

*Should not industries be zoned* as was done during the war? In the interest of economy should we not prevent unnecessary transport of material of finished articles? Should we not make store-door delivery and return loads the custom? One of the major economies any city can effect is the encouragement of the manufacture of every possible part, even to the box in which any given product is shipped, within an easily accessible area, which cuts out delays and reduces transportation costs. Motor transport can often be

used in place of rail. Water transport, most neglected of all, must inevitably be developed.

*The development of a new land policy* hangs over our heads. We face an acute need of redistribution of population. Tremendous acreage of land is held idle. The several states possess lands which demand reclamation, estimated at 300,000,000 acres. These courses demand discussion; federal and state aid to farm colonization which will encourage ownership instead of tenancy; the taxation of idle land to encourage its being put to use; united action among the states to improve the industry of farming. Before resuming the admission of immigrants our land policy should be determined.

Jointly we own, in spite of all we have wasted, enormous possessions of water power, forests, and minerals. Should we not *redeclare inalienable the people's rights to all natural resources*, land and water, while *inaugurating a policy of the fullest development?* By many grants, of water power, for instance, the public now receives scant return in proportion to their value. The policy of development initiated should require adequate returns so that our resources may serve as the basis of a great fund to spend "for the common good."

Should we not have *social insurance*, insurance against disease, old age, and unemployment?

"We possess mighty power to fight disease," says John B. Andrews in the *Journal of the National Institute of Social Science*. "To the wealthy class this

scientific knowledge is available; to the poverty-stricken it is doled out in charity dispensaries, but for the masses of the working population—in the United States alone among great industrial nations—such treatment is not made available. Through a properly organized system of universal health insurance it will be possible to bring the world of medical science to the aid of the humblest wage earner."

The arguments for old age and unemployment insurance are quite as strong.

Certainly, few will dispute the need of *a federal department of health and public welfare*. Four separate bureaus in several federal Departments now attempt to do health work. It has been wisely said, "The proposed expansion of the United States Public Health Service involves the national control of rural, municipal, railroad, and industrial sanitation; the prevention of disease through national efforts, a uniform control and uniform standards of water, milk, and sewage systems; a uniform collection of morbidity reports, the adoption of minimum national health standards, the conduct of a nation-wide campaign of health education." This statement might be largely elaborated. Of course a thoroughly worked-out *state* medical service, comprehensive medical and physical examination of all persons and a compulsory physical education should be considered indispensable.

*A Department of Education* is as urgently demanded, according to most critics, as a Federal Department of

Health. Our educational policy has not expanded to keep pace with our problems; illiteracy statistics and the inadequacy of the training of the ordinary child for the work he is set to do, are the most obvious proofs of our need. To Americanize our foreign-born, to vocationalize our training without narrowing it, to liberate children so far as possible from buildings which deter education when the extravagant amounts invested would secure other invaluable advantages both in knowledge and in health, and to socialize secondary and higher schools, including professional education, we urgently need a great force of experts to survey, adapt, improve our national education. Not until we do have this force can we properly stimulate the ideal of universal service.

Numbers of other important questions must be debated and acted upon before we shall secure the chief elements of human happiness. Those above mentioned will perhaps serve to suggest further some of the larger aspects of our national situation. Those interested in the political-social theory of our affairs are most cordially recommended to the pamphlet entitled "A New Social Order," a syllabus arranged by Hornell Hart. To persons who want not only a Government program but a state and municipal program for work, the writer can do no better than to suggest the application of the eye to "A Program of State, County and Municipal Projects" (see Appendix), which can with profit be undertaken during the period of readjust-

ment, prepared by W. D. Heydecker, Director of the American City Bureau's Division of Research, the Tribune Building, New York City.

Talking together of national and neighborhood aims cannot but help to cultivate that sense of community accountability which lifted our life at home to a new plane during the two years of war. What a tribute our home-fire burners received from President Wilson!

And throughout it all, how fine the spirit of the nation was, what unity of purpose, what untiring zeal, what elevation of purpose ran through all its splendid display of strength, its untiring accomplishment. I have said that those of us who stayed at home to do the work of organization and supply will always wish that we had been with the men whom we sustained by our labor; but we can never be ashamed. It has been an inspiring thing to be here in the midst of fine men who had turned aside from every private interest of their own and devoted the whole of their trained capacity to the tasks that supplied the sinews of the whole great undertaking. . . .

Throughout innumerable factories, upon innumerable farms, in the depths of coal mines and iron mines, wherever the stuffs of industry were to be obtained and prepared, in the ship yards, on the railways, at the docks, on the sea, in every labor that was needed to sustain the battle lines, men have vied with each other to do their part, and do it well. They can look any man at arms in the face and say, "We also strove to win and gave the best that was in us to make our fleets and armies sure of their triumph."

And what shall we say of the women—of their instant

intelligence, quickening every task that they touched; their capacity for organization and coöperation, which gave their action discipline and enhanced the effectiveness of everything they attempted; their aptitude at tasks to which they had never before set their hands; their utter self-sacrifice alike in what they did and in what they gave? Their contribution to the great result is beyond appraisal. They have added a new luster to the annals of American womanhood.

Nothing in the world so good for America could happen as that every man, woman, and child who gave war service should continue to participate in community reconstruction. Only the whole community, which Kenyon Butterfield sympathetically calls "a family of families," continuing to exert itself, can secure health, solve food problems, assure the education, create the homes, pay its debts to "our boys"—and find its own soul. The war *morale* lowered immediately after the armistice. It was entirely natural that it should not stay at concert pitch. But a people that has had a glimmering vision of what it can achieve cannot "slump" for any length of time. The spirit which has been stirring like a yeast in the popular life of the world, which has gripped the very hearts of the people, must move them to confident, dynamic action.

Prepared to redirect the energy which is already searching for outlet, communities may count the war a vivid, flashing series of tests which pointed the way to a

new and more merciful peace. Amongst ourselves, shall our superb emotions pass? Or shall they be transmuted into a spirit which expresses itself in just provision of a life for the many and intolerance of vicious greed or insufferable arrogance, either economic or political, wherever it raises its head among us? Shall we not turn our newly-aroused passion against injustice to good account at home? Surely he who does not recognize in his awakened patriotism a throbbing force and a deep-reservoired kindness with which to enrich the life of the community, is poor indeed. In the mass, this passion, this throbbing force for common good is the real triumph we win, the real power we cherish. The united will to find and mete out equity shall assure the growth of that ideal America, not yet come to be, to which we have plighted our troth.

We have had an alluring view of gleaming new riches; foreign trade and foreign banking promise us great pecuniary gains. Far greater than any such physical advantage is the promise of some new measure of comity, at least, through a League of Nations. If we are granted but a beginning we have achieved a great new opportunity to grow in the spirit of "international community."

Let us understand the League. Upon proof of sincerity any nation may be admitted on a two-thirds vote. If we have been obliged to accept practical compromises on the broad ideal covenants which were proposed why should we be downhearted? The ground

is broken, or, to be nautical, the great voyage is begun. The scope of the League is mainly limited to safeguards against actual warfare; it will not touch landholding, labor, law, customs, economics, industry, except as they become questions of war.

Granting the League to be disappointingly narrow in its scope, it still is the symbol of the universal life we have entered upon; it still grants us a greatly enlarged horizon. Amendments to its powers, enlargements of its membership, fundamental definitions of functions beyond those of the first primitive document are bound to come if we, the people of the world, have a definite and aggressive program for which we will fight.

**What then do we want the League to do?**

Among other things—assure freedom to all persons. This means forbidding indenture or any other form of slavery.

Adjudicate international labor questions such as those presented by seamen.

Promulgate legislation which will safeguard workers as well as business the world over, thereby leveling and lifting the civilizations of peoples.

Forward and relate social, industrial, and scientific research.

Coördinate and direct such magnificent services as the Inter-Allied Food Council and the International Institute of Agriculture. Before the war the latter, supported by fifty-five nations, had demonstrated what an

invaluable aid to finance, to agriculture, to education, such a universal agency could give.

By internationalizing life we give up nothing. We happily pierce our narrow bounds. We make the self-determination of others possible. If we lead the nations, think of our pride. If we lag behind, consider the stimulus.

To study every aspect of a League of Free Nations, the greatest endeavor of all times, to talk about it together until we fire this country with enthusiasm which shall demand its full development, is a task to which we are commanded by all our great traditions. Europe has, as Secretary Lane puts it, been converted to the idea of democracy, an idea of which we have been a leading exponent. The world will take our opinions now into full account. Our spokesman has been acclaimed by the whole world. Has he been many paces in advance of the people for whom he spoke or are we ready to act magnificently to help bring to pass the splendid vision?

How to face peace?—oh, neighbors in America—*together, in mutual, determined effort* to improve the unit or the agglomerate of units which make up “our town, our nation, our world.” To face peace with resolution, with continued, confident, unified energy inspired by our palpable results, with the faith sprung from the flaming trial of sacrifice and the joyous success of coöperation, is the only way of bringing nearer the universal ideal.

## APPENDIX

### AN OUTLINE FOR DISCUSSION

It will be noted in examining Dr. Heydecker's outline that he prefers State or municipal development of some facilities where the writer, and the Government itself, advocates federal development. Instead of endorsing the perpetuation and extension of the United States Employment Service, Dr. Heydecker gives preference to State labor exchanges. But with some minor exceptions, most of which have been covered in some way in the present volume, this program is excellent and commends itself at once.

#### A PROGRAM OF STATE, COUNTY, AND MUNICIPAL PROJECTS, WHICH CAN WITH PROFIT BE UNDERTAKEN DURING THE PERIOD OF READJUSTMENT.

*Issued by the American City Bureau, Division of Research.*

- A. Indicates those projects which in many jurisdictions are assessable against the property benefited.
- B. Indicates those projects probably requiring bond issues.
- C. Indicates those projects probably requiring constitutional amendment.

All other projects are presumably obtainable by the expenditure of current funds.

#### STATE PROGRAM

##### (Largely Governmental)

1. *Primarily Administrative.*
  1. Development of Administrative budget system.

2. Full utilization of opportunities for Federal assistance in vocational education under the Smith-Hughes Law.
2. *Primarily Legislative.*
  1. *Industrial.*
    1. Improved Labor Laws, *re* Industrial Safety. Child Labor, occupational diseases.
    - C 2. Sickness and accident insurance.
    3. General adoption of the eight hour day.
    4. Prevention of Strikes on Public Utilities.
    5. Creation of State Arbitration or Industrial Commissions.
    6. Control of Private Employment Agencies.
    7. Development of State Labor Exchange System.
  2. *State and City Planning.*
    - C 1. Enabling Legislation for establishing Building Zones in cities.
    2. Laws permitting organization of non-profit land companies to develop housing enterprises while conserving increments in land value for community.
    3. Establishment of State Housing Commissions.
    - C 4. Constitutional Amendment to permit use of state and municipal funds for housing enterprises and for reclamation of blighted or slum areas.
    5. Authorizing city and county planning commissions.
    - C 6. Giving cities control of immediate surrounding areas.
  3. *Agricultural.*
    1. Establishment of market commissions.
    2. Expansion of Farm Bureau systems.
    3. Development of Personal Credit Unions.

4. Establishment of State Land Banks like that of New York.
5. Legalizing coöperative buying and selling by associations of farmers.
6. Encouraging the breeding of blooded cattle.
7. Requiring the packing and grading of fruits.
8. Requiring the proper sanitation of dairy products.

4. *Health.*

1. Prohibition of River and Stream pollution.
2. To assist cities in suppression of commercialized vice.
3. Expansion of State Health service with Public Health Nursing system, and infant welfare work.
4. Compulsory physical training laws.
5. To provide for more accurate and complete vital statistics.
6. To provide for reporting at least by index number of all cases of communicable disease.

5. *Suffrage.*

C 1. Adoption of woman suffrage.

C 2. Granting cities authority to adopt proportional representation.

C 3. Direct legislation authorizing Initiative, Referendum, and Recall.

6. *Government.*

C 1. Grant of constitutional rule for cities.

C 2. Enabling laws permitting municipal ownership of public utilities.

C 3. Civil Service Reform.

C 4. Simplification of county government.

C 5. Uniform Accounting systems for cities and counties.

7. *Business.*

1. Legislation to break monopolistic control of natural resources and raw materials.
2. Codification of Business Laws.
3. Development of Business and technical advisors similar to county agricultural agents.

8. *Taxation.*

1. Taxes on income inheritance and unearned increments in land.
2. Gradual exemption from taxation of improvements to real estate and particularly exemption of machinery and buildings and tools used in production.
3. Taxation to stimulate the use of idle land, both rural and urban.

## STATE PROGRAM

## (Largely Physical)

1. *Agricultural.*

B 1. Development of Great State Fair grounds and buildings for permanent agricultural and industrial expositions.

BC 2. Establishment of agricultural colonies similar to California colonies, with complete ready-made farms on easy terms to curtail tenant farming.

3. Extension of Agricultural Experiment Stations.

B 4. Reclamation projects.

5. Irrigation projects.

2. *Forestry.*

B 1. Reforestation of denuded areas.

2. Cutting fire lanes through state forests.

3. Development of adequate state forest patrol system

with fire stations, lookout towers, telephones, equipment, etc.

4. Clearing state forests of dangerous underbrush and dead timber.
3. *Flood Control.*
- B 1. Erection of numerous small dams at strategic points in great watersheds.
4. *Housing.*
  - BC 1. State Aid for Housing.
  - BC 2. Establishment of garden cities.
5. *Industrial.*
  1. Erection of schools for rehabilitation of persons crippled in Industry.
6. *State Buildings.*
  - B 1. Erection of needed administration buildings.
  - B 2. Erection of better schools in agricultural districts with state aid.
  - B 3. Reconstruction of penal institutions along modern lines.
  - B 4. Erection of needed buildings at State Universities.
  - B 5. Erection of state hospitals for Insane, Feeble-minded, Tuberculous, etc.
  6. Development of buildings for largely self-supporting penal and vagrant farm colonies.
7. *Transportation.*
  - B 1. Wide expansion of State Highway systems.
  - B 2. Development of waterways, canals, etc.
  - B 3. Provision of adequate terminals, hoisting, machinery, warehouses, etc., to insure fullest use of state-owned canals, etc.
  4. Reconstruction of bridges and culverts on state highways.
  5. Completion of highway work already authorized.

8. *Waterpower.*

B 1. Erection of dams, perhaps in conjunction with flood control projects, for development of water-power.

## MUNICIPAL PROGRAM

## (Largely Governmental)

1. *Primarily Administrative.*

1. Adoption of Municipal budgets.
2. Surveys of cities as preliminaries to zoning.
3. Surveys of traffic as preliminaries to intelligent paving and city planning.
4. Extension of Fire prevention work.

2. *Primarily Legislative.*1. *Industrial.*

1. Establishing vocational training and guidance in municipal schools and departments.
2. Establishing city Labor Boards to coöperate with State Labor Commission.

2. *City Planning.*

1. Establishing of City Planning Commissions.
2. Passage of Zoning ordinances regulating use, height, and area of buildings, and limiting number of houses per acre.
3. Staggering of traffic on rapid transit lines by ordinance to relieve congestion by ordinance.
4. Establishing setbacks or so-called "elastic streets."

3. *Government.*

1. Charter Revision.
2. Obtaining revenue by ordinance requiring payment of annual rental for sub-surface vaults under city streets, and sign privileges.

3. Taxation of street car advertising.
4. Revision of practice of paying for public improvements out of general funds, and instead assessing property benefited.
5. Codification of ordinances.
6. Establishment of Department of Markets.
7. Establishment of Department of Recreation and Maintenance of all year round playground directors.
8. Appropriations for Municipal concerts.
9. Regulation of jitneys.

MUNICIPAL PROGRAM

(Largely Physical)

1. *Agriculture.*
  1. Development of Municipal Farm and Allotment gardens.
2. *Education.*
  - B 1. Erection of new grade schools, high schools, vocational training schools, museums, etc.
3. *Fire.*
  - A 1. Removal of fire hazards.
  - A 2. Extending high pressure systems.
  - A 3. Extending fire alarm telegraph systems.
  - B 4. Erection of new Fire stations.
  5. Purchase of new apparatus and motorization of department.
4. *Health.*
  - B 1. Erection of Municipal Hospitals.
  2. Clean-up of river fronts.
5. *Housing.*
  - BC 1. Abolition of slum areas or blighted districts by condemnation and municipal housing enterprises.

- B 2. Erection of Municipal Buildings, such as city halls, court houses, police stations, city jails, if possible grouped in connection with a civic center.
- 6. *Recreation.*
- B 1. Construction of public baths.
- 2. Development of rivers and lakes for bathing, boating, skating, etc.
- B 3. Construction of new parks and playgrounds.
- 4. Purchase of playground apparatus.
- 7. *Traffic and Transportation.*
- 1. Repaving Streets.
- 2. Enlarging radii of street corners.
- 3. Construction and repair of curbs and gutters.
- A 4. Removal of poles from city streets.
- A 5. Building streets in outlying districts.
- A 6. Providing relief for street traffic by constructing adequate and alternative routes between and around the centers of congestion.
- A 7. Development of sightly streets in slum areas through excess condemnation.
- B 8. Erection of Municipal Terminals, warehouses, etc., adjacent to railroads and canals.
- B 9. Construction of airplane landing fields, municipal hangars, and repair shops.
- B 10. Construction of needed bridges.
- 11. Abolition of grade crossings.
- 8. *Utilities.*
- B 1. Erection of Sewage Disposal plants.
- A 2. Repairs and extensions to sewer systems.
- B 3. Construction of trunk line sewers.
- B 4. Erection of Electric Light Plants.
- 5. Development of underground conduits.
- 6. Development of gas mains.
- B 7. Erection of gas plants.

- B 8. Construction of garbage disposal plants.
- 9. Development of garbage pig feeding farms.
- 9. *Water.*
- B 1. Construction of filtration plants.
- B 2. Development of new watersheds, reforesting land, etc.
- B 3. Construction of aqueducts.
- B 4. Construction of pumping stations.
- A 5. Extension of water mains.
- 6. Installation of metered services.
- 7. Freezing of streams and lakes from pollution.

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### MOVIES, LITERATURE, PAMPHLETS, ARTICLES

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*Standards and Methods in the Education of Immigrants;*  
*Syllabus of a Tentative Course in Elementary Civics for  
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*Women's Work for Women's Clubs*—

Bureau of Education, Washington, D. C.

*War Americanization for the States.*

Send for this important pamphlet if you want to  
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was as late as 1917. National Americanization Com-  
mittee, 25 West 39th Street, New York City.

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*Engineers and the New Nationalism;*  
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National Americanization Committee,  
25 West 39th Street.

*What You Can Do for Americanization*—National Civic  
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